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REACHING OUT FOR HELP:

MANITOBA'S HOMELESS IN 1987

prepared for

THE HONOURABLE MURIEL SMITH

MINISTER OF HOUSING

Winnipeg, Manitoba

December 5, 1987

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prepared by

DALE BAIRSTOW, PRESIDENT
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December 5, 1987

The Honourable Muriel Smith
Minister of Housing
Room 215
Legislative Building
Winnipeg, Manitoba
R3C 0V8

Dear Ms. Smith:

I am pleased to submit for your information a report entitled "Reaching Out For Help: Manitoba's Homeless in 1987" that was commissioned last August by your predecessor, the Honourable Maureen Hemphill. The Department of Housing, with the support of the Manitoba Coalition on Homelessness, felt it was difficult for the province to develop a detailed action plan for the homeless until it had a better understanding of the nature, size, and characteristics of the problem. Earlier in the year, at least 20 agencies were interviewed, and most agreed there was a need for a comprehensive needs study on homelessness in Manitoba, to help determine which groups were most in need and what kind of housing or other solutions would be most appropriate.

The terms of reference for the study asked the following questions: How many homeless people are there in Manitoba, by major category and what agencies, programs and facilities currently exist to serve them? What is the situation regarding the loss of housing stock in the inner city? Do the homeless experience an affordability problem? What is the current environment vis-a-vis the production of housing that might assist the homeless? Finally, what are the views and suggestions of key agencies currently providing services to this group?

To carry out this work we have met regularly with the Manitoba Coalition on Homelessness and the Interdepartmental Committee on IYSH and have been in contact with 86 agencies, mostly in the Winnipeg area that work with the homeless. One of the spinoffs of these contacts has been the production of a separate document, "Help for Homeless People: A Directory for Manitoba," which was printed and released by your office on November 12, 1987. In addition to the usual mountain of research studies and reports that were reviewed, with the help of ten area agencies, we interview 209 individuals with serious housing difficulties in Winnipeg. Also, the team reviewed: (1) over 200 applications for housing from native agencies such as Kinew and Aiyawin Housing Corporation; (2) 280 intake forms from

the Salvation Army Men's Hostel; (3) over 120 City of Winnipeg Social Services' files to review rental information of welfare clients; and (4) ongoing research data from Employment Services and Economic Security, which covered a sample of 3,667 provincial welfare cases. All of this work would not have been possible without the help of ten students from the University of Winnipeg, the University of Manitoba, and Red River Community College, all of whom volunteered their services, at no cost.

While I am not prepared to provide one magic figure that represents the total number of homeless in Manitoba, this report should provide sufficient information about each of the various subgroups to enable you to make policy decisions about future directions. At the top of the list must come housing for single people, who are paying, on average, close to half of their income for rent. Using CMHC core need data, we estimate that there are some 8,700 Winnipeg single households who pay too much for rent. The Housing Department should seriously consider expanding the SAFER and SAFFR programs to cover a portion of those with the greatest hardship.

Other groups also need help. Most of the shelters for battered women are full to capacity, and more are clearly needed throughout the province. Winnipeg needs a shelter for runaway youth to handle the estimated 250-300 on the streets. The number of supportive housing facilities for persons with mental health problems is woefully inadequate. However, not much progress will be made until a better method is developed for approving specialized housing projects at the community level. The combination of the lack of mental health resources plus the "Not In My Backyard" syndrome has effectively stymied the province's efforts. Finally, more housing is needed for native groups since they live in the worst housing, have the least income, and are most subjected to discrimination by landlords.

The Study also comments on the lot of welfare recipients and provides evidence to prove that they pay more for housing and live in worse conditions than those not on assistance. Manitoba Housing and Economic Security should institute an inspections program to reduce such abuses of the system. Finally, the demolition data suggests that Winnipeg is still losing some of its inner city low cost housing. However, there is no co-ordinated effort between the Province and the City to monitor these trends or discuss alternative solutions. Hopefully, you will be able to provide leadership in attacking the critical issues of the homeless.

Most sincerely,

Dale Bairstow

Dale Bairstow, President

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EXECUTIVE SUMMARY

RATIONALE FOR THE STUDY - CHAPTER I

IN MARCH, 1987, THE MANITOBA DEPARTMENT OF HOUSING COMMISSIONED THE FIRM OF BAIRSTOW AND ASSOCIATES CONSULTING LIMITED TO PREPARE A REPORT DESIGNED TO HELP THE PROVINCE DEVELOP A STRATEGY FOR WHAT INITIATIVES SHOULD BE TAKEN DURING 1987, THE INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS. THE REPORT, "MANITOBA DIRECTIONS FOR THE IYSH", RECOMMENDED A 10 POINT STRATEGIC PLAN FOR DEALING WITH THE ISSUE OF THE HOMELESS. THE STUDY NOTED THAT IT WAS DIFFICULT TO DEVELOP A DETAILED ACTION PLAN UNTIL MORE WAS KNOWN ABOUT THE NATURE, SIZE AND CHARACTERISTICS OF THE PROBLEM.

A LARGE NUMBER OF AGENCIES WERE INTERVIEWED FOR THE ABOVE REPORT, AND MOST AGREED THAT THERE WAS A NEED FOR A COMPREHENSIVE NEEDS STUDY OF HOMELESSNESS, TO HELP DETERMINE WHICH GROUPS OF THE HOMELESS WERE MOST IN NEED AND WHAT KIND OF HOUSING OR OTHER SOLUTIONS WOULD BE MOST APPROPRIATE. IN AUGUST OF 1987, THE STUDY WAS APPROVED. THE TERMS OF REFERENCE CALLED FOR ANSWERS TO THE FOLLOWING QUESTIONS:

1. HOW MANY HOMELESS PEOPLE ARE THERE IN MANITOBA, BY MAJOR CATEGORY, SUCH AS SINGLES, SINGLE PARENTS, NATIVE HOUSEHOLDS, SKID ROW CLIENTS, BATTERED WOMEN, EX-CONVICTS, PREGNANT TEENAGERS, AND INNER CITY YOUTH, AMONG OTHERS?

2. WHAT AGENCIES, PROGRAMS AND FACILITIES CURRENTLY EXIST TO SERVE THE HOMELESS IN MANITOBA?

3. WHAT IS THE SITUATION REGARDING THE LOSS OF INNER CITY HOUSING STOCK?

4. IS THERE AN AFFORDABILITY PROBLEM FOR THE HOMELESS AND IF SO, WHAT IS THE EXTENT?

5. WHAT IS THE IMPACT OF THE REGULATORY AND FINANCIAL ENVIRONMENT ON THE PRODUCTION OF HOUSING FOR THE HOMELESS?

6. WHAT ARE THE VIEWS AND SUGGESTIONS OF KEY AGENCIES?

A FACTOR THAT LED TO THIS STUDY WAS THE GROWING RECOGNITION THAT TRADITIONAL PUBLIC HOUSING, WHICH IS GEARED FOR SENIOR CITIZENS AND FAMILIES, HAS NOT ADDRESSED ALL OF THE CATEGORIES OF THE HOMELESS AS LISTED ABOVE IN ITEM 1. WHILE MANITOBA HAS PRODUCED MORE PUBLIC HOUSING, ON A PER CAPITA BASIS, THAN MOST OTHER CANADIAN PROVINCES, THIS HAS OFTEN NOT BEEN HELPFUL FOR THE HOMELESS, SINCE MANY HOMELESS PEOPLE ARE SINGLE OR ARE NOT ELDERLY. AS A RESULT, A PURPOSE FOR THE STUDY WAS TO DETERMINE HOW PROGRAMS MIGHT BE

MODIFIED TO RESPOND MORE DIRECTLY TO THE PROBLEMS OF HOMELESSNESS.

APPROACH AND METHODOLOGY - CHAPTER II

SINCE THERE WERE FEW STUDIES IN CANADA ON THIS TOPIC AND FEW PRECEDENTS FOR ESTIMATING THE NUMBER OF HOMELESS, A BROAD APPROACH WAS DEVELOPED THAT INVOLVED A NUMBER OF DIFFERENT METHODS, INCLUDING: INTERVIEWS WITH AS MANY AGENCIES AS POSSIBLE WHO PROVIDE SERVICES FOR THE HOMELESS; REGULAR MEETINGS WITH THE LOCAL MANITOBA COALITION ON HOMELESSNESS, AS WELL AS A PROVINCIAL INTERDEPARTMENTAL COMMITTEE SET UP TO EXAMINE THE ISSUE; A REVIEW OF PROGRAMS THAT PROVIDE LONG-TERM HOUSING, EMERGENCY SHELTER, COUNSELLING, HOUSING SEARCH AND REFERRAL, AND INCOME SUPPORT; INTERVIEWS WITH CITY AND PROVINCIAL WELFARE OFFICIALS TO DETERMINE THE EXTENT OF PROBLEMS EXPERIENCED BY THOSE ON SOCIAL ASSISTANCE; AND DIRECT INTERVIEWS WITH HOMELESS OR NEAR HOMELESS PEOPLE.

DURING THE COURSE OF THE WORK, WHICH TOOK THREE MONTHS (SEPTEMBER TO NOVEMBER), THE CONSULTANTS (DALE BAIRSTOW, RICK BRUNDRIGE, AND STEPHEN ENDES) MET THREE TIMES WITH BOTH THE COALITION ON HOMELESSNESS AND THE INTERDEPARTMENTAL COMMITTEE, AND CONTACTED 86 AGENCIES, (MOSTLY IN THE WINNIPEG AREA), WHO SERVE THE HOMELESS. AS A BYPRODUCT OF THIS DIALOGUE, THE CONSULTANTS PREPARED AND PRINTED A DOCUMENT "HELP FOR HOMELESS PEOPLE: A DIRECTORY FOR MANITOBA" WHICH WAS RELEASED BY THE MINISTER OF HOUSING, THE HONOURABLE MURIEL SMITH, ON NOVEMBER 12, 1987.

IN ADDITION, INDEPTH INTERVIEWS WERE HELD WITH 38 AGENCIES; RESEARCH REPORTS FROM CANADA AND THE UNITED STATES WERE REVIEWED (SEE SELECTED BIBLIOGRAPHY); AND PERSONAL INTERVIEWS WITH 209 INDIVIDUALS WHO WERE HOMELESS OR AT RISK OF BECOMING HOMELESS WERE CARRIED OUT. ALSO, THE TEAM REVIEWED: (1) OVER 200 APPLICATIONS FOR HOUSING FROM NATIVE AGENCIES SUCH AS KINEW AND AIYAWIN HOUSING CORPORATION; (2) 280 INTAKE FORMS FROM THE SALVATION ARMY MEN'S HOSTEL; (3) OVER 120 CITY OF WINNIPEG SOCIAL SERVICES' FILES; AND (4) ONGOING RESEARCH DATA FROM EMPLOYMENT SERVICES AND ECONOMIC SECURITY, WHICH COVERED A SAMPLE OF 3,667 PROVINCIAL WELFARE CASES. MUCH OF THE DATA COLLECTION AND ANALYSIS WAS CARRIED OUT WITH THE HELP OF 10 UNDERGRADUATE STUDENTS FROM THE UNIVERSITY OF WINNIPEG, THE UNIVERSITY OF MANITOBA, AND RED RIVER COMMUNITY COLLEGE.

FURTHERMORE, THE CITY ENVIRONMENTAL PLANNING DEPARTMENT PROVIDED DETAILED DEMOLITION DATA, CMHC PROVIDED COMPUTER PRINTOUTS OF "CORE NEEDS DATA", AND STATISTICS CANADA IN WINNIPEG PROVIDED HISTORICAL AS WELL AS CURRENT 1986 CENSUS DATA. IN ADDITION, IN LATE OCTOBER, THE CONSULTANT TEAM CARRIED OUT AN OCCUPANCY SURVEY OF 29 SHELTERS AND HOUSING FACILITIES IN WINNIPEG AND 12 FACILITIES IN CENTRES ACROSS MANITOBA OUTSIDE WINNIPEG, IN ORDER TO PROVIDE AN UP-TO-DATE PICTURE (SEE CHAPTER VII).

LITERATURE REVIEW - CHAPTER III

THE STUDY LISTS 15 RESEARCH REPORTS THAT WERE REVIEWED IN THE APRIL 14, 1987 BAIRSTOW REPORT "MANITOBA DIRECTIONS FOR THE IYSH" AND READERS ARE REFERRED TO THIS SOURCE FOR FUTURE REFERENCE. THE CURRENT NEEDS STUDY MAKES REFERENCE TO AN ADDITIONAL 29 REPORTS, 17 OF WHICH ARE FROM MANITOBA, 9 ARE FROM OTHER PARTS OF CANADA, AND 3 ARE FROM THE UNITED STATES. NATIONAL STUDIES CARRIED OUT BY GROUPS SUCH AS STATISTICS CANADA AND THE CANADIAN COUNCIL ON SOCIAL DEVELOPMENT DESCRIBE THE GROWTH IN THE NUMBER OF LOW-INCOME SINGLE PARENTS IN CANADA, WHERE CURRENTLY MORE THAN HALF OF THIS GROUP PAY MORE THAN 50% OF THEIR INCOME FOR SHELTER.

STUDIES IN B.C. BY HULCHANSKI IDENTIFIED SERIOUS PROBLEMS FOR BATTERED WOMEN AND PEOPLE WITH MENTAL HEALTH PROBLEMS, WHEREAS, A STUDY BY THE EDMONTON HOMELESS COALITION IDENTIFIED LACK OF INCOME, LACK OF SHELTER SPACE FOR VICTIMS OF FAMILY VIOLENCE, AND LACK OF HOUSING FOR SINGLES AS SOME OF THE MOST CRITICAL ISSUES. THE ONTARIO TASK FORCE ON ROOMERS, BOARDERS AND LODGERS RECOMMENDED LEGISLATION IN 1987 THAT LED TO NEW PROTECTION FOR ROOMERS AND BOARDERS UNDER THE LANDLORD AND TENANT ACT. ALSO, THE REPORT RECOMMENDED THE APPOINTMENT OF A PROVINCIAL HOMELESS CO-ORDINATOR TO IMPLEMENT INNOVATIVE SOLUTIONS THAT CROSS OVER JURISDICTIONAL OR DEPARTMENTAL LINES. OTHER RECOMMENDATIONS INCLUDED THE DEVELOPMENT OF A SHELTER ALLOWANCE PROGRAM FOR SINGLES, AND MUNICIPAL INCENTIVES TO RELAX ZONING SO THAT MUCH MORE RENTAL HOUSING COULD BE CREATED THROUGH THE USE OF EXISTING HOUSING.

A REVIEW OF THE U.S. EXPERIENCE DISCUSSES THE REASONS FOR DRAMATIC INCREASES IN HOMELESSNESS, AS WELL AS THE PASSAGE OF A RECENT BILL IN 1987, THE HOMELESS PERSON'S SURVIVAL ACT WHICH INCLUDED $327 MILLION WORTH OF INITIATIVES. PROGRAMS IN NEW YORK STATE, CALIFORNIA, AND PARTICULARLY MASSACHUSETTS, ARE DESCRIBED. ONE OF THE MOST INTERESTING PROGRAMS IN MASSACHUSETTS IS THE HOUSING SERVICES PROGRAM, WHICH FUNDS COMMUNITY BASED ORGANIZATIONS TO MEDIATE LANDLORD-TENANT DISPUTES BEFORE THE TENANTS BECOME HOMELESS. IN MANITOBA, THE HOUSING DEPARTMENT HAS ALSO RECOGNIZED THIS NEED BY FUNDING CEDA, A COMMUNITY-BASED GROUP WHOSE PURPOSE IS TO EDUCATE TENANTS AND INDIVIDUALS IN THE COMMUNITY. FURTHERMORE, AS PART OF THE REVIEW OF THE LANDLORD AND TENANT ACT, THE LANDLORD AND TENANT AFFAIRS BRANCH OF THE DEPARTMENT OF HOUSING HAS BEEN REORGANIZED TO INTRODUCE AN INFORMATION AND COUNSELLING UNIT THAT WILL PROVIDE MEDIATION SERVICES. THIS GROUP MIGHT WANT TO EXPLORE THE MASSACHUSETTS MODEL.

IN MANITOBA, STUDIES WERE REVIEWED UNDER THE TOPICS OF MENTAL HEALTH, NATIVE STUDIES, SPECIAL GROUPS, AND THE ELDERLY. THE MENTAL HEALTH STUDIES EXAMINE THE DIFFICULTIES OF DE-INSTITUTIONALIZATION, THE NATIVE STUDIES LOOK INTO AFFORDABILITY AND DISCRIMINATION ISSUES, THE SPECIAL GROUPS COVER BATTERED WOMEN, THE UNHOUSEABLE AND PROSTITUTES, AND

THE ELDERLY STUDIES THE IMPLICATIONS OF THE GROWTH IN THE FRAIL ELDERLY.

DEMOGRAPHIC TRENDS - CHAPTER IV

FOR CANADA, THE REPORT DESCRIBES DEMOGRAPHIC TRENDS SUCH AS THE DECLINE IN YOUTH, THE GROWTH IN THE ELDERLY AND ADULT POPULATION, AND THE GROWTH IN SINGLES AND ONE-PERSON HOUSEHOLDS. CURRENTLY, 21% OF HOUSEHOLDS LIVE ALONE (COMPARED TO 10% IN 1961). SINCE 1976 IN MANITOBA, SINGLE PARENT AND ONE-PERSON HOUSEHOLDS GREW AT THREE TIMES THE RATE OF ALL HOUSEHOLDS (52% AND 44% VERSUS 16%). THE OVERALL PROVINCIAL RATE WAS 1.65% PER YEAR OVER THE DECADE.

THE INCREASE IN RENTAL STOCK FOR THE PROVINCE AS A WHOLE BETWEEN 1981 AND 1986 (CENSUS DATA) HAS BEEN VERY SMALL, I.E. 770 UNITS PER YEAR, ON AVERAGE, COMPARED TO AN ANNUAL INCREASE OF ALMOST 3,000 OWNERSHIP HOUSEHOLDS DURING THE SAME PERIOD. ON THE OTHER HAND, RENTAL STARTS IN THE CITY OF WINNIPEG HAVE INCREASED BY OVER 8,000 UNITS BETWEEN 1984 AND 1987, OR OVER 2,000 PER YEAR. THIS DRAMATIC GROWTH IN RENTAL STARTS IN WINNIPEG IN RECENT YEARS HELPS EXPLAIN THE INCREASE IN VACANCY RATES IN PUBLIC HOUSING, AS WELL AS THE DECLINE IN THE SIZE OF THE WAITING LISTS FOR PUBLIC HOUSING.

CITY OF WINNIPEG DEMOLITION DATA CONFIRM THAT BETWEEN 300 AND 470 UNITS PER YEAR WERE DEMOLISHED FROM 1978 TO 1987, ALTHOUGH THERE IS NO WAY OF KNOWING HOW MUCH OF THESE DEMOLITIONS WERE RENTAL OR OWNERSHIP UNITS BECAUSE NO SUCH DATA WAS EVER COLLECTED. HOWEVER, IT DOES SUGGESTS THAT AT LEAST AN AVERAGE OF 800 RESIDENTS OF WINNIPEG LOST THEIR HOMES EACH YEAR THROUGH DEMOLITIONS. WHILE DEMOLITIONS HISTORICALLY WERE CONCENTRATED IN THE INNER CITY, THEY NOW OCCUR THROUGHOUT THE CITY. WHILE THERE HAS BEEN A RESURGENCE OF POPULATION IN THE INNER CITY AREA IN RECENT YEARS, THE IMPACT HAS BEEN SMALL (ONLY 4.1% INCREASE FROM 1981-86). OF THE 15 CENSUS TRACTS IN THE INNER CITY AREA, 9 OUT OF 15 INCREASED POPULATION.

AS A RESULT OF THE ABOVE, THE CITY OF WINNIPEG SHOULD DEVELOP A MORE EXPANDED RELOCATION POLICY TO REHOUSE THOSE PERSONS DISPLACED THROUGH CODE ENFORCEMENT. THE CITY DOES OPERATE A PROGRAM CALLED C.A.R.U.M.P. (Core Area Residential Upgrading and Maintenance Program) WHICH DID HELP 62 HOUSEHOLDS RELOCATE BETWEEN SEPTEMBER 1985 AND APRIL 1986), AFTER LOSING THEIR HOME THROUGH DEMOLITION, BUT THE VOLUME OF SUCH ACTIVITY ONLY REPRESENTS A SMALL PORTION OF HOMES LOST. CITIES SUCH AS SEATTLE AND SAN FRANCISCO HAVE BEEN SUCCESSFUL IN THIS AREA AND WINNIPEG SHOULD EXPLORE SUCH PROGRAMS IN THE NEAR FUTURE.

HIGHLIGHTS OF SPECIAL NEEDS - CHAPTER V

CMHC DEFINES THOSE HOUSEHOLDS IN "CORE NEED" AS THOSE WITH AFFORDABILITY, OVERCROWDING, AND/OR SUBSTANDARD HOUSING PROBLEMS. THROUGHOUT MANITOBA, THERE ARE 14,637 FAMILIES, 13,564 SINGLES, AND 14,680 ELDERLY HOUSEHOLDS IN CORE NEED WHO ARE RENTERS. OF THE TOTAL NUMBER OF SINGLE RENTERS IN CORE NEED WHO FALL BELOW AN INCOME THRESHOLD (MAKING THEM ELIGIBLE FOR SOCIAL HOUSING PROGRAMS) - 11,060 HOUSEHOLDS, 79% OR 8,715 ARE LIVING IN WINNIPEG. THUS, WHILE SINGLE HOUSEHOLDS MAKE UP A RELATIVELY SMALL PORTION OF THE POPULATION (16% FOR MANITOBA AND 19% OF WINNIPEG IN 1986), THEY REPRESENT 23% OF THE PROVINCE'S HOUSEHOLDS IN CORE NEED AND 28% OF THE CITY OF WINNIPEG'S HOUSEHOLDS IN CORE NEED.

BETWEEN 1985 AND 1986, THERE WAS A 34% INCREASE IN REQUESTS FOR SAFE HOME SPACES AND A 22% INCREASE IN REQUESTS FOR SPACES IN WINNIPEG'S SHELTERS FOR BATTERED WOMEN. WHILE MOST SHELTERS FOR BATTERED WOMEN IN THE PROVINCE ARE FULL, THE INCIDENCE OF VIOLENT CRIME AND PHYSICALLY AND SEXUALLY ABUSED CHILDREN IS INCREASING DRAMATICALLY. FOR EXAMPLE, MANITOBA'S HOMICIDE RATE DOUBLED LAST YEAR, WHILE THE REPORTED INCIDENCES OF SEXUALLY ABUSED CHILDREN INCREASED FROM 402 IN 1982 TO 838 IN 1986. IN 1986, 2,559 WOMEN AND CHILDREN SOUGHT REFUGE IN SAFE HOMES AND SHELTERS (ABOUT 1,500 OR 60% CAME FROM WINNIPEG).

THE DEMAND FOR SHELTER FROM PREGNANT TEENAGERS HAS BEEN STABLE AND IS BEING ADEQUATELY HANDLED BY THE EXISTING SHELTER SYSTEM (VILLA ROSA, ETC). HOWEVER, THIS GROUP IS BECOMING YOUNGER, WITH A LARGER PORTION SUFFERING FROM PROBLEMS OF SEXUAL ABUSE, ALCOHOL AND DRUGS. THERE ARE AN ESTIMATED 200 PROSTITUTES IN WINNIPEG THAT COULD BE DEFINED AS HOMELESS AND MAY REQUIRE PERMANENT HOUSING.

IT IS ESTIMATED THAT THERE ARE 3,101 NATIVE HOUSEHOLDS IN WINNIPEG IN 1987 THAT HAVE AN AFFORDABILITY PROBLEM. MORE THAN HALF OR 1,690 ARE SINGLE PARENTS. (Winnipeg Council of Treaty and Status Indians estimates total current native Winnipeg population - status, non-status and Metis, at 30,000 persons). 93% OF NATIVE SINGLE PARENT HOUSEHOLDS APPLYING FOR HOUSING ARE PAYING OVER 30% OF THEIR INCOME FOR RENT. THE AVERAGE RENT-TO-INCOME RATIO FOR NATIVE HOUSEHOLDS ON WAITING LISTS FOR NATIVE HOUSING IS 46.7% IN 1987.

26,000 MANITOBANS HAVE SOME NEED FOR MENTAL HEALTH SERVICES AND OF THIS GROUP, 6-8,000 HAVE SEVERE PROBLEMS. OF THESE, APPROXIMATELY 3,500 HAVE SOME FORM OF SCHIZOPHRENIA. ONLY 25% OF CURRENT WINNIPEG MENTAL HEALTH CASELOAD OF EST. 1,600 CLIENTS ARE SERVED IN ESTABLISHED MENTAL HEALTH RESIDENTIAL SETTINGS. MOST OF MANITOBA'S INSTITUTIONAL POPULATION HAS ALREADY BEEN DE-INSTITUTIONALIZED (2,700 in the 1950's, 727 in 1986). HOWEVER, THE PRODUCTION OF SUPPORTIVE HOUSING PROGRAMS FOR MENTAL HEATH CLIENTS IS WOEFULLY INADEQUATE,

DUE LARGELY TO A SERIOUS SHORTAGE OF TRAINED MENTAL HEALTH WORKERS AS WELL AS A CUMBERSONE ZONING AND MUNICIPAL APPROVAL PROCESS FOR NEW PROJECTS THAT RESULTS IN THE REJECTION OF MANY GOOD QUALITY HOUSING PROPOSALS.

THE PROVINCE SHOULD TAKE STEPS TO ENCOURAGE THE DEVELOPMENT OF MANY MORE TRAINED MENTAL HEALTH WORKERS, AS WELL AS SET UP A REVIEW PROCESS WITH WINNIPEG TO DEVELOP A BETTER METHOD OF SECURING SITES FOR SUCH BADLY NEEDED FACILITIES.

MANY OF WINNIPEG'S HOMELESS STAY AT THE SALVATION ARMY MEN'S HOSTEL AND MAIN STREET PROJECT. THE SALVATION ARMY HANDLES MANY OF THE SINGLE, TRANSIENT, UNEMPLOYED MEN OF NO FIXED ADDRESS. A SURVEY OF 280 INTAKE FORMS NOTED THAT MOST OF THE MEN CAME TO THE HOSTEL IN SEARCH OF LOW COST HOUSING (80%), JOBS (56%), DRUG THERAPY (30%), COUNSELLING (27%), AND LIFE SKILLS TRAINING (23%). MOST (70%) STAYED FOR LESS THAN 20 DAYS AND A LARGE PORTION (56%) STILL HAD NO FIXED ADDRESS WHEN THEY LEFT, I.E. THEY REMAINED HOMELESS.

MAIN STREET PROJECT OBSERVED A DRAMATIC INCREASE IN THE DEMAND FOR SHELTER SERVICES (UP 7% 1984-85 TO 1985-96, UP 10% 1985-86 TO 1986-87). ALSO, THE DEMAND FOR SERVICES FROM THE CHRONIC "UNHOUSEABLES", I.E. THOSE WHO HAD USED THE SHELTER MORE THAN TEN TIMES WAS UP 46% OVER THE YEAR (167 TO 245). IN 1986, MAIN STREET PROJECT SAW 4,195 INDIVIDUALS WHO WERE OF NO FIXED ADDRESS. THE CONSULTANTS INTERVIEWED 45 CLIENTS FROM MSP AND NOTED AN AVERAGE PERCENTAGE OF INCOME SPENT ON RENT AT 50%. THE RESEARCH CONFIRMED A HIGH NEED AND DEMAND FOR LOW-COST HOUSING FOR SINGLES IN THE MAIN STREET AREA. THE SALVATION ARMY DATA CONFIRMED THAT HOSTEL TYPE HOUSING WAS NOT A DESIRABLE HOUSING FORM.

ESTIMATES OF THE TOTAL NUMBER OF HARD-TO-HOUSE IN WINNIPEG VARY. JOHN RODGERS, THE DIRECTOR OF WINNIPEG'S MAIN STREET PROJECT DESCRIBES THIS GROUP AS THE "UNHOUSEABLES" BECAUSE THEY ARE NOT RECEPTIVE TO CONVENTIONAL HOUSING, DUE TO DISRUPTIVE AND NON-CONFORMING BEHAVIOUR. SALVATION ARMY HAS A LARGE NUMBER BUT ONLY 30% ARE FROM WINNIPEG, SO ASSUME 60. MSP HAS 245 KNOWN CASES BUT ONLY 70 AT ONE TIME. MENTAL HEALTH DIRECTORATE ESTIMATES 170 IN WINNIPEG AS HARD-TO-HOUSE. USING THE ABOVE NUMBERS, TOTAL ESTIMATE IS 475, BUT THE DEGREE OF OVERLAP OR DUPLICATION IS UNKNOWN. REALISTICALLY, THERE ARE PROBABLY 200-300 CHRONIC HARD-TO-HOUSE IN WINNIPEG WHO COULD BENEFIT FROM PERMANENT LONG-TERM HOUSING.

ONE OF THE MAIN CAUSES OF HOMELESSNESS IS ALCOHOL AND DRUGS. THERE ARE AN ESTIMATED 15,500 ALCOHOLICS IN MANITOBA, 60% OR 10,500 ARE MEN (1 OUT OF EVERY 21 MANITOBANS OVER THE AGE OF 15). A 1985 SURVEY OF WINNIPEG 15-17 YEAR OLD YOUTH FOUND THAT 8% USED ALCOHOL DAILY AND 10% USED MARIJUANA DAILY. 70% OF UNNATURAL DEATHS IN NATIVES INVOLVED ALCOHOL AND ANALYSIS OF MAIN STREET PROJECT DEATHS BETWEEN 1984 TO 1986 FOUND DEATH BY ALCOHOL AND

VIOLENCE AS THE MOST FREQUENT CAUSE OF DEATH. WINNIPEG APPEARS TO BE WELL SERVED WITH DETOXIFICATION AND DRUG THERAPY FACILITIES FOR SHORT TERM STAYS, BUT HAS FEW LONG-TERM HOUSING OPTIONS FOR THE CHRONIC ALCHOLIC, WHO SPENDS MUCH OF HIS TIME ON THE STREETS. MAIN STREET PROJECT'S PROPOSAL FOR A LONG-TERM HOUSING FACILITY FOR THE CHRONIC "HARD-TO-HOUSE" SHOULD BE STRONGLY SUPPORTED BY THE MANITOBA GOVERNMENT IN AN EFFORT TO REDUCE THE DEMAND FOR EXPENSIVE SHORT-TERM EMERGENCY SHELTER IN THE INNER CITY CORE AREA.

MANITOBA'S YOUTH POPULATION IS DECLINING IN BOTH ABSOLUTE AND PERCENTAGE TERMS (40.3% OF TOTAL IN 1961, 29.8% OF TOTAL IN 1986), HOWEVER, LOW-INCOME CHILDREN AS A PERCENTAGE OF ALL CHILDREN IS INCREASING (21.0% IN 1981 TO 22.7% IN 1984 IN MANITOBA), DUE MAINLY TO THE RISE IN SINGLE PARENT FAMILIES. MANITOBA'S YOUTH APPEAR TO BE WELL SERVED WITH SHELTER FACILITIES IF THEY POSSESS SOME PSYCHOLOGICAL OR BEHAVIOURAL PROBLEM. (E.G. HYDRA HOUSE FOR MULTIPLE MENTALLY DISABLED, MARYMOUND FOR EMOTIONALLY DISTURBED GIRLS, ETC.) HOWEVER, IF THEY ARE SIMPLY "NORMAL" RUNAWAY YOUTH, THERE APPEARS TO BE A SHORTAGE OF BEDS. GROUPS SUCH AS ROSSBROOK HOUSE SHOULD BE ENCOURAGED TO EXPAND THEIR SERVICES TO PROVIDE PERMANENT HOUSING FOR RUNAWAY YOUTH. MANITOBA HOUSING SHOULD INVESTIGATE COVENANT HOUSE IN NEW YORK CITY, WHICH IS RECOGNIZED AS ONE OF THE BEST MODELS AVAILABLE FOR SUCH A FACILITY.

IN TERMS OF IMMIGRANTS, MANITOBA ACCEPTS LESS THAT 4,000 EACH YEAR (3,658 IN 1986 - 3.8% OF CANADA TOTAL), AND SO FAR, THEY DO NOT APPEAR TO HAVE AN IMPACT ON THE NUMBER OF HOMELESS. THIS IS LARGELY BECAUSE OF THE NATURE OF THE SPONSORSHIPS AND THE FACT THAT THE FEDERAL OR THE SPONSOR GOVERNMENT COVERS ALL EXPENSES IN THE FIRST YEAR. HOWEVER, IT IS RECOMMENDED THAT MANITOBA HOUSING AND THE IMMIGRATION AND SETTLEMENT BRANCH OF MANITOBA EMPLOYMENT SERVICES AND ECONOMIC SECURITY INITIATE A RESEARCH PROJECT TO DETERMINE WHETHER ANY OF THE NEW ARRIVALS ARE EXPERIENCING HOUSING PROBLEMS.

SPECIAL SURVEY OF THE HOMELESS - CHAPTER VI

THE PREVIOUS MINISTER OF HOUSING WHO COMMISSIONED THIS STUDY, THE HONOURABLE MAUREEN HEMPHILL, ASKED THE CONSULTANTS TO MAKE EVERY EFFORT TO INTERVIEW THE HOMELESS THEMSELVES, RATHER THAN RELY ONLY ON SECONDARY SOURCES OF INFORMATION. THE COALITION ON HOMELESSNESS WAS ASKED FOR AGENCIES TO VOLUNTEER THEIR TIME AND RESOURCES TO CARRY OUT SUCH A TASK. TEN AGENCIES IN WINNIPEG AGREED TO HELP CARRY OUT SUCH A SURVEY: THE CANADIAN MENTAL HEALTH ASSOCIATION, VILLA ROSA, WALNUT RECEIVING HOME, AUGUSTINE UNITED CHURCH, THE INDIAN AND METIS FRIENDSHIP CENTRE, THE Y.M./Y.W.C.A., MAIN STREET PROJECT, OSBORNE HOUSE, PROJECT 189, AND THE WINNIPEG REMAND CENTRE (MANITOBA CORRECTIONS).

A THREE PAGE SURVEY INSTRUMENT CONTAINING 17 QUESTIONS ABOUT HOUSING AND HOMELESSNESS EXPERIENCES WAS DEVELOPED. DURING OCTOBER AND NOVEMBER, 209 INDIVIDUALS THROUGHOUT WINNIPEG WHO WERE EXPERIENCING CHRONIC HOUSING PROBLEMS WERE INTERVIEWED IN PERSON. OF THE SAMPLE, JUST OVER HALF WERE NATIVE, 80% WERE SINGLE, 42% WERE ON SOCIAL ASSISTANCE, 1/3 HAD EXPERIENCED EITHER PHYSICAL OR MENTAL HEALTH PROBLEMS, AND OVER 1/3 (36%) HAD EXPERIENCED SOME KIND OF HOMELESSNESS IN THE PAST.

HOUSING CHARACTERISTICS OF THE SAMPLE WERE CROSS-TABULATED BY TARGET GROUP, E.G. SINGLES, COUPLES, NATIVE, BATTERED WOMEN, MENTAL HEALTH, FAMILY, ALCOHOL & DRUGS, AND THE ELDERLY. THE HIGHEST RENTS PER MONTH WERE PAID BY BATTERED WOMEN ($314) AND NATIVE HOUSEHOLDS ($301) ($347 FOR COUPLES). HOWEVER, THE AVERAGE RENT PAID BY SINGLES WAS $278, WHICH IS CONSIDERABLY HIGHER THAN THE SHELTER COMPONENT OF WELFARE ($206-$241 depending on whether utilities are included - provincial rate in 1987).

121 OF THE 209 INTERVIEWS PROVIDED BOTH RENT AND INCOME DATA. OF THIS GROUP, THE OVERALL AVERAGE AMOUNT OF INCOME SPENT ON RENT WAS 44%, INDICATING THAT AFFORDABILITY WAS INDEED A PROBLEM IN WINNIPEG. OVER 1/3 OF THE SAMPLE SPENT MORE THAN 50% OF THEIR INCOME ON SHELTER. SINGLES PAID AN AVERAGE OF 46-49%, DEPENDING ON WHICH TARGET GROUP OF SINGLES WAS EXAMINED. SINGLE NATIVES PAID THE MOST, AT 49%. BATTERED WOMEN PAID THE HIGHEST RENT-TO-INCOME RATIOS, AT 56%, HOWEVER, THE SAMPLE FOR THIS GROUP WAS TOO SMALL TO BE STATISTICALLY RELIABLE.

APPROXIMATELY HALF OF THE RESPONDENTS (104) INDICATED THAT THEY HAD EXPERIENCED HOUSING CONDITION PROBLEMS, SUCH AS LACK OF HEAT, CRACKS IN THE WALLS, ETC. BUT WHEN HOUSING CONDITIONS WAS CROSS-TABULATED AGAINST TARGET GROUP, IT WAS FOUND THAT NATIVE HOUSEHOLDS WERE BY FAR THE WORST OFF, WITH 73% REPORTING PROBLEMS (68% FOR FAMILIES). ALMOST HALF (48%) OF THE 67 NATIVE HOUSEHOLDS SURVEYED REPORTED THREE OR MORE HOUSING CONDITION PROBLEMS. 30 OF THE 209 REPORTED SIX OR SEVEN PROBLEMS AND OF THIS GROUP, HALF WERE NATIVE.

SLIGHTLY OVER HALF OF RESPONDENTS REPORTED THAT IT TOOK THEM CONSIDERABLE TIME TO FIND HOUSING. OF THIS GROUP (113), 50% HAD TO WAIT MORE THAN ONE MONTH AND 18% TOOK LONGER THAN 6 MONTHS TO FIND SUITABLE HOUSING. OF THE 20 RESPONDENTS WHO TOOK LONGER THAN 6 MONTHS, ALL BUT ONE WAS SINGLE. HOWEVER, IN GENERAL, FAMILIES HAD THE LONGEST WAITS (47% LONGER THAN 1 MONTH), WHICH CONFIRMS THE FACT THAT THERE IS A PROBLEM OF AVAILABLE LOW COST AFFORDABLE HOUSING, DESPITE A SUPPOSEDLY RISING OVERALL VACANCY RATE. CLEARLY, VACANCY RATES ARE STILL VERY LOW AT THE LOW END OF THE MARKET. THIS WAS SUBSTANTIATED BY INTERVIEW FEEDBACK, WHICH CONFIRMED THAT IT IS QUITE DIFFICULT IN WINNIPEG TO FIND VACANT LOWER COST HOUSING IN THE PRIVATE SECTOR STOCK.

HOUSEHOLDS ON SOCIAL ASSISTANCE WERE LIVING IN POORER QUALITY HOUSING THAN THE GENERAL POPULATION (OVER HALF REPORTED AT LEAST ONE HOUSING CONDITION PROBLEM). THIS DISCREPANCY WAS MOST NOTICEABLE FOR FAMILIES (SEE TABLE 6.9 PAGE 82).

35% OF THOSE INTERVIEWED HAD EXPERIENCED HOMELESSNESS. 84% OF THIS GROUP WERE SINGLE AND OF THE SINGLE GROUP WHO HAD BEEN HOMELESS, HALF AGAIN WERE NATIVE HOUSEHOLDS. A NUMBER OF THOSE WHO HAD BEEN HOMELESS RECOMMENDED THAT THE PROVINCE BUILD MORE LOW COST HOUSING FOR SINGLES IN THE INNER CITY CORE AREA. DISCRIMINATION AGAINST WELFARE RECIPIENTS AND NATIVES WAS REPORTED AND SEVERAL FELT THAT THERE WAS A NEED FOR A LARGE-SCALE CENTRAL REGISTRY OF AVAILABLE HOUSING IN WINNIPEG. (THE DEPARTMENT OF HOUSING IS CURRENTLY WORKING WITH THE CEDA AGENCY TO DEVELOP SUCH A RENTAL REGISTRY IN WINNIPEG). ONE WOMEN, WHO LOST HER HOME THROUGH THE CLOSURE OF THE Y.W.C.A., TOLD US THAT HER PRESENT HOUSING, AFTER BEING RELOCATED, WAS TOO SMALL AND TOO EXPENSIVE, AND SHE FELT THAT THE GOVERNMENT SHOULD HAVE MADE EFFORTS TO KEEP THE Y'S RESIDENCE OPEN.

IN CONCLUSION, THE SPECIAL SURVEY OF THE HOMELESS, WHICH WAS DESIGNED TO PROVIDE CURRENT REAL FIRSTHAND EXPERIENCE, CONCLUDED THAT THERE ARE SERIOUS PROBLEMS OF HOUSING QUALITY AND AFFORDABILITY, AND THAT MANY PEOPLE HAVE HAD TO SEARCH A LONG TIME TO FIND APPROPRIATE HOUSING. FURTHERMORE, MANY OF THOSE ON SOCIAL ASSISTANCE AS WELL AS THE NATIVE POPULATION ARE LIVING IN HOUSING THAT IS TOTALLY UNACCEPTABLE BY NORMAL STANDARDS. THE SINGLES POPULATION APPEARS TO BE PARTICULARLY HARD HIT, NOT ONLY IN TERMS OF AFFORDABILITY, BUT ALSO IN TERMS OF HOUSING CONDITIONS.

KEY ISSUES AND GAPS - CHAPTER VII

ONE OF THE CONCERNS OF THE PROVINCIAL GOVERNMENT HAS BEEN THE ADEQUACY OF THE SHELTER COMPONENT OF WELFARE GUIDELINES IN RELATION TO ACTUAL RENTS. A REVIEW OF 2,427 WINNIPEG PROVINCIAL SOCIAL ASSISTANCE FILES NOTED THAT IN TWO-THIRDS OF THE CASES, ACTUAL RENTS WERE HIGHER THAN GUIDELINES. IN MOST CASES, SOCIAL WORKERS WILL PAY FOR RENTS THAT EXCEED GUIDELINES, BUT OUR RESEARCH UNCOVERED A NUMBER OF CASES WHERE THEY DID NOT. THE IMPLICATION FOR HOUSING AFFORDABILITY IS THAT WELFARE RECIPIENTS ARE BEING TREATED INCONSISTENTLY BY THE PROVINCIAL WELFARE DEPARTMENT. IT IS NOT POSSIBLE TO QUANTIFY THE EXTENT OF THE PROBLEM, EXCEPT TO NOTE THAT THE DATA PROVIDED FROM THE CITY OF WINNIPEG SOCIAL SERVICES INDICATE THAT THERE IS A SMALL PERCENTAGE OF CASES WHERE ACTUAL RENTS EXCEED GUIDELINES BUT ONLY GUIDELINE RENTS ARE PAID. WE UNDERSTAND THAT THE DEPARTMENT OF EMPLOYMENT SERVICES AND ECONOMIC SECURITY IS CONCERNED ABOUT THIS ISSUE AND IS INVESTIGATING THE MATTER.

A TELEPHONE SURVEY WAS CARRIED OUT AT THE END OF OCTOBER, OF 11 EMERGENCY HOUSING SHELTERS IN WINNIPEG, 22 LONG-TERM HOUSING FACILITIES IN WINNIPEG, AND 11 SHELTERS ACROSS THE PROVINCE, IN CENTRES SUCH AS BRANDON, DAUPHIN, FLIN FLON, THE PAS, AND THOMPSON. THE WINNIPEG EMERGENCY AND LONG TERM SHELTERS EXHIBITED A 90% AND 98% OCCUPANCY RATE, WHEREAS THOSE FACILITIES OUTSIDE WINNIPEG WERE, ON AVERAGE, 84% FULL AT THE TIME. MOST OF THE CURRENT FACILITIES IN BRANDON, DAUPHIN, AND FLIN FLON WERE FULL, WHEREAS FACILITIES IN THE PAS AND THOMPSON STILL HAD A SMALL AMOUNT OF EMPTY SPACE.

THE FOLLOWING GROUPS WERE SUMMARIZED AS NEEDING SPECIAL CONSIDERATION IN REGARDS TO NEEDS FOR SHELTER:

LOW INCOME SINGLES: WHILE GROWTH IN SINGLE PERSON HOUSEHOLDS HAS BEEN AT A RATE THREE TIMES THE PROVINCIAL AVERAGE, SINGLES ARE STILL NOT ELIGIBLE FOR PUBLIC HOUSING OR ELIGIBLE FOR THE PROVINCE'S SHELTER ALLOWANCE PROGRAMS. IN VIEW OF THE STUDY'S FINDINGS, THAT THIS GROUP IS THE LARGEST CATEGORY OF HOMELESS, PAY 46-49% OF THEIR INCOME FOR SHELTER, AND MANY SINGLES LIVE IN SUBSTANDARD HOUSING, IT IS RECOMMENDED THAT THE PROVINCE EXPLORE A) CONSTRUCTION OF APARTMENTS FOR SINGLES IN WINNIPEG AND ELSEWHERE IN THE PROVINCE, AND B) THE EXPANSION OF THE SAFER AND SAFFR PROGRAMS TO COVER SINGLES WITH RENT-TO-INCOME RATIOS THAT ARE HIGHER THAN 35 OR 40%.

HARD-TO-HOUSE: WINNIPEG APPEARS TO HAVE ENOUGH EMERGENCY SHORT TERM HOSTELS FOR THE HARD-TO-HOUSE, BUT NOT NEARLY ENOUGH PERMANENT LONG-TERM HOUSING OPTIONS TO GIVE THIS GROUP A STABLE BASE FROM WHICH TO REBUILD THEIR LIVES. THE PROVINCE SHOULD CONTINUE TO WORK WITH MAIN STREET PROJECT, AND OTHER GROUPS, TO DEVELOP LONG-TERM PERMANENT HOUSING FACILITIES FOR THE CHRONIC HARD TO HOUSE IN WINNIPEG. (CURRENT ESTIMATES - 475).

RUNAWAY YOUTH: THERE IS AN ESTIMATED 250-300 RUNAWAY YOUTH IN WINNIPEG WHO COULD USE A YOUTH SHELTER IF ONE WERE AVAILABLE. THERE APPEARS TO BE ADEQUATE FACILITIES FOR YOUTH WITH BEHAVIOURAL OR PSYCHOLOGICAL PROBLEMS, BUT LITTLE FOR THE "NORMAL" RUNAWAY YOUTH WHO SEEK REFUGE SIMILAR TO THE SAFE HOMES FOR WOMEN IN MANITOBA. THERE ARE A NUMBER OF BOTH LEGAL AND JURISDICTIONAL ISSUES RELATED TO RUNAWAY YOUTH THAT NEED TO BE CLOSELY CO-ORDINATED BETWEEN THE DEPARTMENT OF COMMUNITY SERVICES AND THE DEPARTMENT OF HOUSING IN THE DEVELOPMENT OF APPROPRIATE SHELTER FOR THIS GROUP.

MENTAL HEALTH: ONLY ABOUT 1/4 TH OF THE WINNIPEG MENTAL HEALTH CASE LOAD OF 1,600 IS BEING TREATED IN AN ESTABLISHED SUPERVISED RESIDENTIAL SETTING.

HOWEVER, THE DEMAND FOR SUCH FACILITIES IS MUCH HIGHER, SINCE THERE ARE AN ESTIMATED 6,000-8,000 PERSONS IN THE PROVINCE WITH SEVERE MENTAL HEALTH PROBLEMS. ALSO THE NUMBER OF MENTAL HEALTH WORKERS IN MANITOBA IS WOEFULLY INADEQUATE. IN ADDITION, THE PRODUCTION OF SPECIALIZED SUPPORTIVE HOUSING HAS BEEN STYMIED BY THE EXISTENCE OF A MUNICIPAL ZONING APPROVAL SYSTEM THAT IS CONFRONTATIONAL AND DISCOURAGES THE PRODUCTION OF SUCH FACILITIES IN ESTABLISHED NEIGHBOURHOODS.

NATIVES: THIS GROUP IS PERHAPS THE MOST DIFFICULT TO MAKE SIGNIFICANT PROGRESS WITH BECAUSE THEY HAVE THE LOWEST INCOME, THE WORST HOUSING CONDITIONS, AND THE MOST CHRONIC PROBLEMS OF ALCOHOLISM AND FAMILY VIOLENCE. IT IS ESTIMATED THAT THERE ARE OVER 3,000 NATIVE HOUSEHOLDS IN WINNIPEG WITH AN AFFORDABILITY PROBLEM. WHILE PRODUCTION UNDER THE URBAN NATIVE HOUSING PROGRAM SHOULD PROBABLY BE EXPANDED, THE PROVINCE SHOULD LOOK AT OTHER METHODS TO IMPROVE THE HOUSING SITUATION OF THIS GROUP. SOME IDEAS TO CONSIDER ARE: A COMPUTER LINK BETWEEN PROVINCIAL WELFARE FILES AND THE LANDLORD AND TENANT AFFAIRS OFFICE, TO DETERMINE WHETHER LANDLORDS ARE CHARGING MORE THAN ALLOWABLE UNDER THE LANDLORD AND TENANT ACT; AND A MUNICIPAL OR PROVINCIAL INSPECTIONS PROGRAM FOR WELFARE RECIPIENTS, SUCH THAT RENT MONIES WILL NOT BE PAID UNTIL ASSURANCES HAVE BEEN GIVEN THAT THE HOUSING SELECTED BY THE SOCIAL ASSISTANCE RECIPIENT MEETS ACCEPTABLE STANDARDS. DISCUSSIONS ARE CURRENTLY UNDERWAY BETWEEN HOUSING AND ECONOMIC SECURITY AT THE PRESENT TIME.

BATTERED WOMEN: THE DEMAND FOR SAFE HOMES AND SHELTERS FOR BATTERED WOMEN CONTINUES TO GROW, AT A RAPID RATE. CURRENTLY, MOST SHELTERS FOR WOMEN AROUND THE PROVINCE ARE FULL, AND THE DEMAND WILL LIKELY CONTINUE TO GROW, REFLECTING THE DRAMATIC INCREASE IN THE GROWTH OF SINGLE PARENT FAMILIES, AS WELL AS THE CONTINUED RISE IN HOMICIDE, DOMESTIC VIOLENCE, AND CHILD ABUSE. AS LONG AS THESE TRENDS CONTINUE, THE MANITOBA GOVERNMENT WILL NEED TO DRAMATICALLY INCREASE ITS PRODUCTION OF SUCH FACILITIES.

RECOMMENDATIONS AND CONCLUSIONS - CHAPTER VIII

THIS EXECUTIVE SUMMARY WILL ONLY LIST A FEW OF THE MORE IMPORTANT RECOMMENDATIONS THAT ARE CONTAINED IN THIS STUDY. FOR A MORE DETAILED LIST, PLEASE REFER TO CHAPTER VIII PAGE 94 OR AT THE END OF EACH MAJOR SECTION OF THE REPORT. MOST

OF THE RECOMMENDATIONS CALL ON THE PROVINCE OF MANITOBA TO TAKE A HIGHER PROFILE AND MORE ACTIVE INVOLVEMENT IN TACKLING HOMELESSNESS.

IN TOTAL THERE ARE 25 RECOMMENDATIONS IN THE REPORT, BROKEN INTO THE FOLLOWING AREAS: POLICY DEVELOPMENT (2), PROGRAM DEVELOPMENT (6), SPECIFIC ACTIONS (8), CONSULTATION AND LIAISON (2), RESEARCH (6), AND STAFF EXCHANGE (1). IN THE POLICY AREA, THE REPORT RECOMMENDS THAT LOW INCOME SINGLES BE MADE ELIGIBLE FOR ALL SOCIAL HOUSING, AND THAT THE CITY OF WINNIPEG DEVELOP AN EXPANDED RELOCATION POLICY TO REHOUSE THOSE PERSONS DISPLACED THROUGH CODE ENFORCEMENT.

UNDER THE SUBJECT OF PROGRAM DEVELOPMENT, THE STUDY SUGGESTS THAT THE PROVINCE EXTEND SHELTER ALLOWANCES TO SINGLES, BECOME MORE INVOLVED IN DISCRIMINATION CASES, STUDY A SUCCESSFUL HOMELESS PROGRAM IN MASSACHUSETTS CALLED "HOUSING SERVICES" WHERE LOCAL COMMUNITY GROUPS ARE FUNDED TO MEDIATE DISPUTES BETWEEN LANDLORDS AND TENANTS, DEVELOP AN INSPECTIONS PROGRAM FOR WELFARE RECIPIENTS TO MAKE SURE THEY ARE HOUSED IN ADEQUATE HOUSING, OFFER GRANTS TO PEOPLE TO TAKE IN PERSONS IN NEED OF HOUSING INTO THEIR OWN HOMES, AND CREATE MUNICIPAL INCENTIVE SCHEMES TO TRADE HOUSING VARIANCES AND CASH FOR THE ACCEPTANCE OF NEW LOW COST HOUSING IN EXISTING HOMES.

UNDER THE TOPIC "SPECIFIC ACTIONS", THE MINISTER WAS ASKED TO ENCOURAGE, THROUGH THE COMMUNITY SERVICES MINISTER, THE DEVELOPMENT OF MORE MENTAL HEALTH WORKERS, PREVENT THE LOSS OF THE YM-YWCA RESIDENCES, CONTINUE TO SUPPORT A PERMANENT LONG-TERM HOUSING FOR MAIN STREET PROJECT'S "HARD-TO-HOUSE", ASSIST WITH THE DEVELOPMENT OF A RUNAWAY SHELTER FOR YOUTH, POSSIBLY THROUGH ROSSBROOK HOUSE, PRESS THE PRIVATE SECTOR TO CONSTRUCT APARTMENTS FOR SINGLE WORKING PEOPLE DOWNTOWN, LINK RENTAL DATA BETWEEN PROVINCIAL WELFARE OFFICES AND THE LANDLORD AND TENANT AFFAIRS DEPARTMENT, TO PREVENT LANDLORDS FROM EXCEEDING RENTS ALLOWED UNDER THE LANDLORD AND TENANT ACT, AND FINALLY, OUTSIDE WINNIPEG, SET UP LOCAL HOMELESS CO-ORDINATORS TO CO-ORDINATE ALL SERVICES THROUGH ONE INDIVIDUAL.

UNDER THE TOPIC "CONSULTATION AND LIAISON", THE CONSULTANTS RECOMMENDED THE CREATION OF TWO COMMITTEES, ONE TO DEVELOP A NEW ZONING BYLAW PROCESS THAT WILL BE LESS CONTROVERSIAL REGARDING THE APPROVAL OF GROUP HOME TYPE PROJECTS, AND ONE TO ACTIVELY MONITOR THE LOSS OF HOUSING STOCK IN THE CITY.

SIX RECOMMENDATIONS WERE MADE IN THE RESEARCH AREA, INCLUDING A REQUEST THAT MANITOBA UPDATE THE HOMELESS DIRECTORY EACH YEAR, THAT LOCAL PLANNING EFFORTS INCLUDE A HOMELESS STRATEGY, IN FUTURE, THAT HOUSING AND EDUCATION GET TOGETHER TO DISCUSS THE POTENTIAL FOR USING VACANT SCHOOLS FOR HOUSING AND THE HOMELESS, THAT ECONOMIC SECURITY RESEARCH THE PLIGHT OF IMMIGRANTS, SINCE NO ONE SEEMS TO KNOW VERY MUCH ABOUT THEIR HOUSING EXPERIENCES, THAT THE

ADEQUACY OF WELFARE BE CONTINUALLY EXPLORED, AND THAT THE DEPARTMENT SET IN MOTION A STUDY INTO THE ECONOMICS OF ROOMING HOUSE OPERATIONS. FINALLY, THE STUDY RECOMMENDS THAT STAFF EXCHANGES OCCUR, AS A VERY QUICK WAY OF LEARNING TO DEAL WITH THE HOMELESS.

ACKNOWLEDGEMENTS

The idea for this Study dates back to a small lunch meeting in Toronto in November, 1986, when Saul Schubert, Deputy Minister of Housing, was attending a Federal-Provincial Officials Conference. Those attending the Conference felt that the homeless phenomenon was seen to embrace complexities beyond the provision of conventional shelter. Given my recent background and experience as Chairman of the Ontario Task Force on Roomers, Boarders and Lodgers, Saul asked me to make a proposal for a study of the Manitoba situation.

Like many studies of this kind, it would never have been completed without the effort and dedication of many people. My research assistant, Stephen Endes worked tirelessly both in Toronto and Winnipeg, meeting with many of the 86 agencies that were surveyed for the "Help Directory" that was a by-product of the study. He was ably assisted by Rick Brundrige who was seconded from Main Street Project to work full time on the project. Rick's knowledge of the street agencies and the "unhouseables" as John Rodgers calls them, was a tremendous asset.

The survey of homeless people would not have been possible without the help of ten students. Catherine Charette from the Institute of Urban Studies at the University of Winnipeg made arrangements for five of her students to participate. Wesley Barrett interviewed Corrections clients at the Winnipeg Remand Centre (John Bock, ADM for Corrections made this possible); Gary Shingleton and Janis Garnet interviewed skid row clients at Main Street Project; Colleen Rea worked on 258 intake forms from the Salvation Army; and Larry Orr helped analyze returns from several different agencies.

Professor Dana Mallin from the Faculty of Human Ecology at the University of Manitoba asked four of her students to help: Cheryl Shindruk was by far the neatest and most analytical of the students and provided the most help; Wesly Kowalski and Paula Lewis analyzed statistics from several native organizations; and Gary Young interviewed people at the Main Street Project. Lindsay Vanstone from Red River Community College helped write up the interviews from Augustine United Church.

Special thanks must go to Chad, Yvonne, Wanda, and Jerry in Support Services for providing us with coffee, office space and supplies and photocopying services and to Bonnie, Reg, and Larry in the Computing Centre for helping us master the art of the laser printer using incompatible software. Lisa in word processing helped produce addresses for the Help Directory, and Pam Evans in Toronto helped produce the tables of contents for the Directory. Finally, thanks must go to members of the IYSH Interdepartmental Committee, who

provided direction and support - Jim Zamprelli from Housing, John Gunn from Community Services (now with Urban Affairs), John Kenny from Health, and Bryan DePape from Employment Services and Economic Security.

Finally, thanks must go to the previous Minister of Housing, the Honourable Maureen Hemphill, who initiated the study and obtained Cabinet and Treasury Board approval for funds to carry out the assignment. Also, the Deputy Minister of Housing, Saul Schubert, must be acknowledged for his continued support, patience, and guidance in what is turning out to be a newly unexplored territory for housing officials in Canada.

Dal Barton

INTRODUCTION AND TERMS OF REFERENCE

In March 1987, the Honourable Maureen Hemphill, who was the Minister of Housing for Manitoba at the time, commissioned the firm of Bairstow and Associates Consulting Limited to prepare a report to assist the province in developing a strategy for what initiatives should be taken during 1987, the International Year of Shelter for the Homeless. The report, entitled "Manitoba Directions for the International Year of Shelter for the Homeless", which was completed April 14, 1987, summarized a) what is currently known about homelessness in Manitoba, b) synthesized the views of service providers, provincial and municipal agencies as to what the Province should be doing for IYSH, and c) illustrated what other cities in the United States are doing to deal with the problem.

The Report recommended a 10 point strategic plan for dealing with the issue of homelessness. The report noted that it was difficult for Manitoba to come up with a really detailed action plan until it had a better understanding of the nature, size, and characteristics of the problem. A large number of agencies were interviewed, and most agreed that there was a need for a comprehensive needs study on homelessness in Manitoba, to help determine which groups of the homeless were most in need and what kind of housing or other solutions would be most appropriate.

On May 13, 1987, a conference on homelessness, sponsored by the newly-formed Coalition on Homelessness, with funding from Manitoba Housing and the Canadian Council on Social Development, was held in Winnipeg to discuss future provincial directions. During the Conference, the Minister announced that a comprehensive needs study on homelessness would be undertaken, subject to Cabinet and Treasury Board approval of appropriate funding. In August of 1987, such funding was obtained and the firm of Bairstow and Associates Consulting Limited was commissioned to carry out the work. The terms of reference for the study asked the following questions:

a) How many homeless people are there in Manitoba, by major category, such as singles, single parents, native households, skid row clients, battered women, ex-convicts, pregnant teenagers, and inner city youth, among others?

b) What agencies, programs and facilities currently exist to serve the homeless in Manitoba?

c) What is the situation regarding the loss of inner city housing stock and what impact, if any, has this had on the issue of homelessness?

d) Is there an affordability problem for many of the groups in Manitoba who make up the homeless population and if so, what is the extent of this problem?

e) What is the impact of the regulatory and financial environment on the production of low-cost rental housing in Winnipeg?

f) What are the views and suggestions of key agencies that provide services for the homeless as to the extent of the problem and actions to improve the situation?

The April study written by Dale Bairstow noted a general lack of co-ordination between provincial departments and among service agencies as well as a fragmented service delivery system that often appears to be overworked and understaffed to deal with the complex problems of the homeless. There also appeared to be few, if any, formal mechanisms to allow joint planning between the federal, provincial, or municipal government departments and agencies.

In view of this situation, the Consultant was asked by the Department of Housing to undertake a study that would a) involve as many agencies in the study as possible, b) produce by-products of the study, such as a "help" directory of agencies, that could be made available to all agencies in Manitoba working with the homeless, c) work closely with the Coalition on Homelessness, and d) participate on an Interdepartmental Committee dealing directly with issues relating to projects initiated as part of the International Year of Shelter for the Homeless.

An additional consideration for the study, which was suggested by the Housing Minister herself, was that the report shoud not be "just another statistical study" but should actually interview homeless people or persons who are at risk of becoming homeless themselves. All to often, researchers interview only agencies who claim to speak on behalf of clients, without actually talking to the clients themselves.

II APPROACH AND METHODOLOGY

The issue of homelessness as a topic of investigation is relatively new in Canada and as a result, there are few precedents. Canada Mortgage and Housing Corporation, Canada's federal housing agency, has never tried to estimate the number of homeless by region; no province has attempted a systematic count of the size of the problem; and no one has agreed to a definition of homelessness that all researchers can live with. Chapter III, however, does

summarize a review of the literature on the subject, but there are few, if any Canadian studies that describe a methodology for estimating the needs of the homeless. As a result, the approach and methodology for the study has to be developed in view of the current political context.

The April 1987 report by Bairstow indicated that there was little research data to draw on regarding the homeless in Manitoba. This is not surprising, given that there was little evidence that homelessness was a problem in the late 1970's. As a result, the approach chosen for this study was as follows:

- Virtually every agency involved in the field, particularly in Winnipeg, was interviewed, either by phone or in person to find out who they are, what they do, where they are located, who is in charge, and their experience with homeless clients. During this process a "Help Directory" was created and shared with all organizations helping the homeless.

- A recently formed group called the "Coalition on Homelessness" was approached, asked to participate in the study, and encouraged to take a more significant role in the development of policy issues and solutions.

- Since no one really knows what data is available to research homelessness in Manitoba, an effort was made to research data sources and prepare statistics which summarize what information can be obtained for each target group.

- One of the most often cited causes of homelessness is the lack of low-cost affordable housing, yet it is not clear what role this plays in the incidence of homelessness, as compared to other factors or problems. Also, for example, the study should make a strong effort to find out to what extent high rent-to-income ratios have forced people or households to become homeless.

- While the key geographic area of the study is Winnipeg, it is necessary to find out whether homelessness is being experienced in other parts of Manitoba, and if so, for which kinds of people. Shelter facilities in centres such as Brandon, Dauphin, Flin Flon, The Pas, and Thompson were contacted and occupancy data was collected for 11 shelters located outside the City of Winnipeg.

- The politics of homelessness would suggest that the economic and regulatory environment may not create a very healthy climate for the preservation of low-cost rental units in the inner city. The Study needs to confirm and discuss the impact of the economic and regulatory environment on the loss of stock in the inner-city.

- Historically, homeless people have often been impossible to find and even harder to interview. Nevertheless, the Consultants should make every effort to interview homeless or near-homeless peoplle, or enlist the support of area agencies in the completion of homeless interviews.

Table 1 following summarizes the workplan agreed to between the consultants and the Department of Housing. The Study began on August 18, 1987, a Status Report was presented on September 23, 1987, and the Draft Report submitted on October 27th, and a Final Report completed and submitted in the second week of November, after comments on the draft were received from the Department of Housing.

The Consultants met with the Coalition on Homelessness, chaired by Catherine Charette from the Institute of Urban Studies at the University of Winnipeg, on two occasions, August 20th, to solicit their support, and on September 23rd, to review progress and request their input. In addition, the Consultants met on three occasions with the Interdepartmental Committee for the IYSH, on August 21st, September 23rd, and October 20th. The four Manitoba Departments that participated in these discussions were Housing, Community Services, Health and Employment Services and Economic Security.

In terms of interviews with agencies, the approach was to use Winnipeg Social Planning Council base information to gather a general idea of agencies likely to assist homeless people. WSPC provided detailed lists, but since the last period of updating was 1985, it was necessary to spend a significant amount of time on the telephone and in person updating and revising program information. In almost every case, information had changed since the last WSPC update.

During the period of August 20th to September 30th, indepth interviews were held with 38 agencies, with 47 individuals in attendance, and 66 agencies were initially contacted to produce the first draft of the "Help Directory". The Deputy Minister of Housing wrote to all of these agencies in late September to give them the opportunity to revise the information collected, and the "Help Directory" was subsequently printed by Manitoba Housing. It is available from the Department on a request basis.

In order to gain a better understanding of the nature of the housing affordability problem, data was obtained from five major sources. The City of Winnipeg Social Services Department allowed the consultants to access a sample of their files from approximately 120 cases in Winnipeg. Information was collected on the nature of housing occupied, whether housing was shared, the rent paid, the size of the household, and the location. Through the use of the welfare tables, it was possible to determine how many cases were receiving a shelter payment from the city over the guidelines, and if the rent exceeded the guideline, what portion of income was spent on shelter. This information is described in Chapter IV of the report.

The second and most useful data source came from the Department of Employment Services and Economic Security. This Department began a study in October of rent payments that exceed provincial guidelines. The Province wanted to know just what was happening in the system. Manitoba appears to be the only provincial department that allows welfare to pay rents significantly over the provincial guideline and this does allow many people on assistance to afford housing. On the other hand, many social workers are more strict, and will adhere to the guideline even when actual rents are much higher. The result is that there are clients who have to cut into their basic food allowance to help pay for their rent or shelter costs. While the analysis of data was not complete, the Employment Services and Economic Security were able to make this data available for review, which covered a sample of 3,667 provincial welfare cases. The results of this analysis are also found in Chapter VII.

Three other useful sources that were tapped to help determine the issue of affordability were application forms from the Salvation Army, Kinew Housing Corporation, and the Aiyawin Corporation. The consultants were fortunate with the Salvation Army, because this organization has just completed a survey of 258 individuals who had been taken in and who had eventually left their facilities. These questionnaires were analyzed by University of Manitoba and University of Winnipeg students. Detailed intake and exit interview forms provided information on age, ethnicity, marital status, income, previous housing, reasons for admission, services needed, chemical dependency, and previous psychiatric/community services involvement. Also, the two native organizations noted above, namely Aiyawin and Kinew Housing, each provided over 100 files from households on waiting lists for housing units. In addition to describing current housing conditions, it was possible to calculate rent-to-income ratios for this group, for single men, single women, and couples, etc. In total, it was possible to analyze 460 files and determine the housing affordability situation in Winnipeg.

In terms of analysis of the loss of housing stock, the best data came from the City of Winnipeg Department of Environmental Planning, which provided detailed demolition data, by building type, and city neighbourhood, for each of the last ten years. This information, combined with Census data, allowed the consultants to describe in detail the trends in loss of housing in the city. Unfortunately, a valuable data source, files from C.A.R.U.M.P. (Core Area Residential Upgrading and Maintenance Program), which keeps track of people displaced from demolished homes, could not be released to the consultants because of concerns over confidentiality.

Statistics Canada provided a great deal of information from the 1971, 1976, 1981 Census, and some very basic information data from the 1986 Census. Unfortunately, the detailed housing cross-tabulations for Manitoba and Winnipeg were not available at the time of writing of this report. Also, for this reason, we have had to use various CMHC estimates on core need, which unfortunately makes use of 1981 Census data for the base of its projections. However, wherever possible, figures have been pro-rated to reflect as close as possible the actual 1986 information.

The most difficult part of the study related to the need to provide interviews with homeless or near-homeless people themselves. To find these people, it was felt that agencies working directly with various individuals would know of people who might be considered as "homeless".

Also, the team was fortunate in obtaining help from ten students and one unemployed worker from Halifax who volunteered his services. Five students came from the Institute for Urban Studies at the University of Winnipeg, four came from the Faculty of Human Ecology at the University of Manitoba, and one came from Red River Community College. Below are listed the agencies that assisted with the completion of 209 interviews and the number of completed interviews for each agency. While the numbers are not large, they do represent a broad spectrum of homeless persons in Manitoba.

1.	Manitoba Corrections - Winnipeg Remand Centre	73
2.	Main Street Project	45
3.	Villa Rosa	24
4.	Project 189 - Evanston Street	22
5.	Augustine United Church	15
6.	Indian and Metis Friendship Centre	11
7.	Canadian Mental Health Association	9
8.	Osborne House	5
9.	YM-YWCA Webb Residence	3
10.	Walnut Receiving Home	2
		209

III LITERATURE REVIEW

This chapter is organized into three broad areas - an overview of some of the Canadian experience and examples of studies from provinces outside Manitoba; information regarding the experience with homelessness in the United States; and highlights from a number of Manitoba studies. The Manitoba section has been broken into the subsections covering mental health, native studies, special groups (such as the hard-to-house, battered women, skid row populations, alcoholics, prostitutes and immigrants), the elderly, social housing studies, and studies summarizing some of the issues concerning the regulatory environment. It should be pointed out that 15 studies were already reviewed in the report Manitoba Directions for the IYSH, dated April 14, 1987 which was submitted to the Minister of Housing and these will not be repeated here. However, section C.1 lists those reports that have already been reviewed in the previous study. In other words, to obtain a full picture of the literature, it is necessary to read both reports.

A Canadian Overview

The most recent study in Canada attempting to gain a handle on the extent of homelessness was called Homelessness in Canada: The Report of the National Inquiry, released by the Canadian Council on Social Development at the IYSH Conference held in Ottawa between September 13-16, 1987. The study, written by MaryAnn McLaughlin, summarizes a year-long study of homelessness in Canada, including reports of a snapshot survey (January 22, 1987) of agencies which provide shelter and related services to those in need of temporary and emergency help, as well as reports from workshops across the country. The study identified 472 facilities in Canada that exist primarily to serve the homeless and destitute, with a nightly capacity of 13,797. Sixty-one percent of the people who stayed in the shelters were men, children made up 11.5%, and women made up the remaining 27.5%. The survey determined a national average occupancy rate of 77%, and the same rate was calculated for the province of Manitoba.* However, it should be pointed out that only one-third of the agencies in Manitoba who were sent the questionnaire responded. Occupancy rates were highest in Ontario, where the rate for men's shelters was 96 percent, and for general shelters, 101.5%. Women and children staying in shelters for battered women represented 16.4% of the total respondents. One of the most interesting findings of the research concerned the personal situations of those who sought shelter on January 22, 1987.

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* The consultants were unable to obtain the detailed results of the survey for Manitoba reporting shelters, due to issues of confidentiality.

Below, table 1 highlights some of the characteristics of those people who sought shelter across Canada on January 22, 1987.

Table 1

Situation of Those Seeking Shelter in Canada

Unemployed	54.7%
Receiving social assistance	51.5%
Alcohol Abuser	33.3%
Current or ex-psychiatric patient	20.1%
Drug Abuser	15.0%
Evicted	9.4%
Physically handicapped	3.1%

The Canadian Council on Social Development has estimated that the number of "street people" in Canada is 20,000 to 40,000, while other estimates are between 0.1 and 0.2 percent of the population. Nevertheless, these figures have never really been substantiated. CMHC estimates that there are 750,000 Canadians in "core need", that is, they pay too much for shelter in relation to their income or they live in overcrowded or substandard accommodation. Some of the most recent data on the incidence of poverty in Canada comes from Suzanne Methot, in an article "Low Income in Canada" in Canadian Social Trends - Spring 1987 published by Statistics Canada.
Ms. Methot's article noted that the percentage of Canadians with low incomes increased substantially between 1981 and 1984, i.e. the portion falling below the poverty line rose from 14.7% to 17.3% during the period. Thus, in 1984, there were 4.2 million Canadians below the poverty line, as defined by Statistics Canada. Single parent mothers have by far the highest incidence of low income. The figure was 48% in 1985. Children living in low-income families increased from 16.5% of all children in 1981 to 20.8% in 1984. The percentage was even higher in Manitoba, rising to 22.7% from 21.0% in 1981, although the rate of increase in Manitoba was lower, partly due to the 1,938 social housing units produced during the same period by Manitoba housing.

Also, according to the study, when the age of the family head is considered, the highest incidence of low income is found among families headed by someone under age 25. In 1985, almost one-third (32%) of young families were low-income, but in 1981 the figure was only 22.7%. However, the 25-34 age group also showed a dramatic increase in low income, rising from 12.6% to 15.9% in the same period. Manitoba, on the other hand, showed a relatively constant rate of low income at about 14.5% over the period.

On the other hand, the income of the elderly across Canada improved significantly, dropping from 27.4% defined as low income in 1981 to only 20.0% for 1985. The situation improved considerably for unattached elderly women, where

the portion of people in this group below the poverty line dropped from 62.2% to 50% over the period. (The corresponding figures for unattached elderly men was 48.4% dropping to 33.7% in 1985). For the issue of homelessness, the data described in the Methot study suggests that the greatest problems of housing affordabliliy would be found by single parent mothers and elderly unattached women, as well as low income families with children. However, the elderly have shown the most marked improvement in recent years. As a point of reference, Statistics Canada suggests that an unattached individual earning below $10,233 and living in a major city such as Winnipeg is below the poverty line. The figure for a couple would be $13,501, for a 3-person household it would be $18,061, and for a 4-person household it would be $20,812. These figures decline somewhat as the size of the community decreases, and increase somewhat as the size of the household increases above 4 persons.

B Research Across Canada

The fall issue of Canadian Housing (page 12) described the recent findings of a Rural and Small Town Studies Program in New Brunswick, which noted that 55% of female-led one-parent families pay more than 50 percent of their total income for shelter. Women from Newfoundland told an Atlantic Women and Housing Conference in Halifax of women having to travel, sometimes as far as 400 miles, to get to a safe residence. Other areas in Canada where significant research has been carried out into the nature and extent of homelessness are Vancouver, by J.D. Hulchanski, School of Community and Regional Planning at UBC (a conference on homelessness took place on May 15-16, 1987); in Edmonton, where the Edmonton Coalition on Homelessness prepared an extensive two volume report; and Ontario, where the Minister of Housing, Alvin Curling, commissioned an 8-month Task Force on Roomers, Boarders and Lodgers. In the latter case, a report A Place to Call Home: Housing Solutions for Low-Income Singles in Ontario was released in late January of 1987.

Hulchanski prepared seven background papers for a May, 1987 conference on homelessness in an extensive report with the same title as the Ontario study noted above, called A Place to Call Home: A Conference on Homelessness in British Columbia - May 15-16, 1987. The report estimated that 25% of B.C. households were in need of housing assistance in 1986 and that 86,000 B.C. renters and 81,000 B.C. homeowners were in core housing need. The study identified those groups likely to be in greatest need as older singles, elderly households, non-elderly single-family parents, and the disabled.

Background paper #6 summarized the results of a survey of 29 agencies between late 1986 and early 1987. Some of the findings are highlighted on the following page.

- The shelters with the highest occupancy rates, i.e. between 90-100% were in the following categories: women only, battered women, ex-psychiatric, mentally disabled and long-term shelter. Sixteen agencies reported an increase in demand for their services compared to 1985. Six agencies reported no increase.

- The social welfare system often maintains people in a cycle of poverty. The rates (particularly the shelter component) are so deficient that people cannot participate in a normal fashion in society. Many people drift in and out of temporary shelters rather than achieving a secure and stable life style and living arrangement.

- There appears to be a problem with respect to people knowing about emergency services and how to access them. Also, there is a need for more boarding houses and apartment style units for the hard to house homeless (people who require assistance due to a lack of social skills, etc.).

- A major problem for battered women is finding permanent accommodation. If they derive their income from the social welfare system, they receive a shelter component in GAIN which is insufficient. This problem often drives them back to abusive situations.

- Concern was expressed by some shelter staff that more counselling should be provided along with accommodation services. Staff from some agencies recommended that new shelters should be staffed by trained social service counsellors.

The Hulchanski Vancouver report concluded that temporary shelters are sought out and the length of stay is long primarily because there is a shortage of other appropriate housing options. There are few long-term housing options in British Columbia which address themselves to the needs of people in crisis, people with special emotional or physical needs, or people who are making difficult changes in their lives. The Report also provides examples of projects across Canada that have addressed such needs.

One of the most detailed studies of homelessness was carried out by the Edmonton Coalition on Homelessness. This organization, which was formed in late 1986 after City Alderman Jan Reimer asked what Edmonton was doing

for the International Year of Shelter for the Homeless. The group produced a two volume report called Homelessness in Edmonton, May 1987. The key Edmonton agencies who were responsible for the report's preparation were the City Non-Profit Housing Corporation, under Director Dave McCullagh, who chaired the study, and Edmonton Social Services, under Daryl Kreuzer. Housing is a branch of Social Services in Edmonton. Lynn Hannley and her staff at Communitas Inc. were largely responsible for writing much of the report. The Study was prepared between November 1986 and May 1987, and 120 local agencies were sent an extensive questionnaire. Approximately half responded.

The Study analyzed the homeless population into four rather interesting categories: the absolute homeless, substandard unit dwellers, the alienated homeless, and the sheltered homeless. The 87 page report provides a large volume of statistics on the experience of each group in terms of housing and homelessness, but makes no specific estimate of the total number of homeless in Edmonton, except to use the CCSD's assumption of .1 to .2 percent of the population, or a range of 785-1,570 absolute homeless in the city. The study also notes that the 1981 Census estimates 10,680 housing units in need of major repair and a further 37,385 units in need of minor repair. (This however, excludes all of the rooming house stock as well as all units where affordability is the problem). The agency survey estimates that there are an average of 1500 sheltered homeless in Edmonton. The study made no attempt to estimate the number of "alienated homeless" i.e. low income persons living outside of emergency or transitional accommodation with little or no social or health support network needed to maintain their housing. The report describes the main reasons for homeless, as follows:

> The reason identified most often as a cause of homelessness was lack of income, either received from transfer payments or from minimum wage employment.
>
> The second most frequently identified reason for homelessness was the lack of appropriate emergency shelter space for victims of family violence, including battered women and their children, abused youth and the abused elderly, the insufficient supply of adequate and affordable medium housing, and the lack of special purpose built housing for the long-term occupancy for single homeless persons.

The third reason related to singles. In most existing social housing programs, the housing is only available to singles over 65 years and families with dependent children.

A fourth reason is the lack of continuity of support services. Service delivery activities for the homeless are reported to be fragmented, while the multi-dimensional nature of the problem faced by homeless households is often well beyond the ability of any one agency to respond.

The fifth and final reason can be summarized as "individual and personal problems". These include poor self-esteem, alcohol and drug abuse, social isolation, poor nutritional habits, a lack of marketable skills, a lack of social skills, behavioural problems, chronic illness, an intolerable family/home situation, physical disability, discrimination, health problems, frailty among elderly, etc.

The report made a number of recommendations to government. In the spring of 1987, the Department of Human Resources reduced the welfare rates. For example, the shelter portion of welfare for a single adult was dropped from $290 per month to $180-$215. (similar to rates in Manitoba). The impact of these cutbacks are that a single person cannot afford to stay at the Y.M.C.A., which charges $240/month. The report recommended that these cutbacks be rescinded. Other ideas put forward were:

a) that the Government change the policy on damage deposits for single employables so that they are eligible for damage deposit cheques; (Without damage deposits, it is often difficult for a single person to find appropriate housing);
b) that the Government put in place a clear policy to provide income security for 16 and 17 year old youth in crisis;

c) Singles and childless couples should be eligible for social housing such as the Edmonton Housing Authority;

d) The Government should develop legal protection for roomers, boarders and lodgers to provide security of tenure (in Ontario the Landlord and Tenant Act was amended last June to provide this protection, following the report of the Task Force on Roomers, Boarders and Lodgers).

e) The government should put in place improved incentives to encourage landlord upgrading of standards of older housing without dislocation of existing tenants, so as to avoid "gentrification".

f) Funds should be allocated specifically to support an outreach component of Housing Registries such that the initial placements of such registries can become stable housing situations for their clients.

g) Substantial all sector investment should be put into purpose built small scale rooming houses and social housing for special needs groups. Also, the City should make changes to current land use by-laws to encourage development of rooming houses, emergency shelters, and permanent housing with supportive services.

The third place in Canada where considerable research has been carried out on the issue of homelessness was in Ontario, where in January of 1987, the Minister of Housing released the results of an 8 month investigation into rooming, boarding, and lodging home issues in the province. The report A Place to Call Home: Housing Solutions for Low-Income Singles in Ontario, noted that in Ontario, of the 408,000 one person households in the province in 1981, 47% or 190,000 paid more than a quarter of their income for rent. Of the total, 69,000 or 17% paid more than 50% of their income at the time of the Census. Also, single welfare recipients in Metropolitan Toronto paid 64% of their total welfare checque in rent each month, on average. The tight rental market, high housing prices, and very low shelter rates for welfare, have forced many low income households onto the streets in Ontario.

The Task Force identified many of the issues raised in other studies, such as the fact that singles are ineligible for public housing, the lack of facilities outside major centres to address the problems of the homeless, the fact that many homeless people can't get a permanent address because welfare does not advance them enough for a security deposit and first month's rent, and the fact that there is no legislation anywhere in Canada that clarifies and gives practical support to the obligation to house the homeless. The Task Force suggested that churches, housing referral agencies, and hostels can act as fixed addresses for the homeless until a permanent address can be found. Also, the study recommended there should be a provincial co-ordinator of the homeless that could be accessed with adequate funding, so that, when housing solutions are found, there is an agent of government

available to implement solutions that cross over jurisdictional or departmental lines. At the same time, the Task Force indicated that there needs to be locally appointed homeless co-ordinators who have the resources to find out what facilities are available in a community and act as a local expeditor to develop innovative housing solutions.

Other areas of the report relative to the issue of homelessness were recommendations for how to supplement tenants' income through a rental assistance program for low-income single renters, suggestions for how to better utilize vacant schools and underutilized housing stock, and measures intended to encourage landlords of rooming houses to stay in business, rather than vacate the field.

The report recommended that Ontario adopt a shelter allowance program similar to the scheme currently available in Manitoba, except that rents would only be subsidized down to 40% of income, and singles would be eligible. In terms of underutilized housing, the study identified 850,000 empty bedrooms in Ontario and suggested that there needs to be municipal incentives to relax zoning requirements so that much more rental housing could be provided through the use of existing homes. In terms of the issue of encouraging landlords of rooming and boarding homes to stay in business, the Task Force suggested that the government establish insurance schemes with landlords to reduce their risk in renting to the poor. Also, there needs to be an operating assistance package offered for those landlords who have a negative cash flow but provide quality housing and are willing to offer such housing for their low-income clientele. The report provided 97 recommendations to the government of Ontario. So far, the only area where the government has acted is on the issue of protection of roomers, boarders and lodgers under the Landlord and Tenant Act. (passed in Legislature June 30, 1987).

C The U.S. Experience - Overview

Problems with estimating the number of homeless is not just confined to Canada. In the United States, estimates range from 250,000 from the Department of Housing and Urban Development to 3 million by the National Coalition for the Homeless. While no one knows for sure how large the problem is, they do know that it is increasing. In fact, in the U.S., there are more men, women, and children homeless than at any time since the great depression. The National Coalition, in a 1986 report National Neglect/National Shame:

America's Homeless - Outlook for Winter 1986-87 found that over the last year, homelessness increased at an average rate of 25% and that in 21 cities surveyed, on the average, less than 20% of the immediate emergency need for beds is being met.

In some cases, the number of homeless outnumbers the number of beds by more than ten to one. For example, in Albuquerque, New Mexico, there are 3,000 homeless and only 250 beds. In Dallas, Texas, where the falling price of oil has had a devastating impact on the economy, there are 14,000 homeless and only 1,000 beds and the increase in the number of homeless was up 40% over the same period in the previous year. In St. Louis, Missouri, the number of homeless doubled over the last year, to close to 15,000 with only 428 beds available. In New York City, where the City already provides temporary housing for 4,500 families, most of them in 55 welfare hotels and the remainder in nine shelters, and 20 adult shelters for about 9,000 single homeless men and women, Mayor Koch in late 1986 announced a sweeping emergency plan in the five boroughs - 20 new shelters to house 7,000 people.

Basic to most homelessness in the United States is the critical shortage of low-cost housing. Each year in the U.S., about 2.5 million persons lose the places where they live. Over half a million low-rent housing units are burned out, demolished, or upgraded and priced out of the market for low income people. The single-room occupancy hotels, rooming and boarding houses, and other inexpensive, marginal housing that were once used by low-income people have mostly disappeared. The loss of this stock and a shortage of low-cost housing are at the base of much of the homelessness we see today. In 1986, the U.S. government spent $9.5 billion for housing, mostly in the form of housing vouchers. Little was allocated for new housing, except 20,000 units for the elderly and the disabled. In 1981 the figure was $30 billion. (See Morton J. Schussheim, "The Reagan 1987 Budget and the Homeless", in Congressional Research Service Review, (Vol. 7, No. 6, June 1986), pp. 2-5).

As a result of the above, there has been mounting pressure on the federal government to respond in the U.S. In June, 1986, Senator Albert Gore of Tennessee introduced a Homeless Person's Survival Act in the U.S. Congress. The bill proposed a three pronged approach for federal action. First, it provided for measures to address emergency needs, including shelter, but also food, health and mental health care, and other forms of emergency assistance. This included establishing a national right to overnite shelter for all homeless.

Second, it proposed preventive measures to avert the homelessness that may result when a poor family or individual faces an unexpected crisis. Measures to prevent unnecessary evictions from subsidized housing, provide mortgage assistance payments payments to those in danger of eviction, and preserve low-cost housing were included. Finally, the bill proposed long-term solutions to address the underlying causes of homelessness, primarily the lack of low-cost housing. On May 28, 1987 a modified bill known as the Urgent Relief for the Homeless Act was passed and signed into law by the President. This bill appropriated $327 million (the original bill asked for $500 million), and called for the creation of a new federal agency to administer services and funds for homeless persons.

C.1 States Response

A number of states in the United States have been successful in developing programs for the homeless, such as New York State, New Jersey and California. In New Jersey, the Homelessness Prevention Program, established in 1984, assists households who are homeless or who face imminent danger of eviction or foreclosure because of their inability to meet monthly costs or mortgage payments. The program, which has spent over $2.2 million, has provided grants and loans to 3,800 families.

In California, the State Emergency Shelter Program, established in 1983, awards grants to non-profit organizations that provide emergency shelter. To date, it has granted 217 awards worth more than $13.2 million, enabling shelters to provide an average of 30 days of shelter for nearly 200,000 persons.

One of the largest programs in the country is in New York State, where the Department of Social Services administers the Homeless Housing and Assistance Program. This program, begun in 1983, has committed over $70 million and enables non-profit agencies and municipalities to provide grants and loans to acquire, construct or rehabilitate housing for the homeless. In return, grantees agree to operate their projects as housing for the homeless for at least 7 years. So far, grants have been awarded to 110 projects that will provide, preserve or upgrade over 5,800 beds for the homeless.

C.2 The Massachusetts Model

Perhaps the state with the most impressive array of programs to assist the homeless is Massachusetts, where, in 1983, Governor Michael S. Dukakis declared that helping the homeless would be his number one welfare policy. The Massachusetts approach involves four interrelated components: Prevention, Emergency Services, Supportive Services, and Permanent Housing. The program was developed after six months of consultation all across the state with 83 service providers, consumers, civic groups, churches and homeless activists.

In terms of **prevention**, the Governor signed into law chapter 450: An Act to Prevent Destitution and Homelessness. A key feature of the bill was an emergency back rent and utility provision, which has prevented thousands of families from becoming homeless in the first place. In addition, the bill removed the permanent address restriction from the general relief program and mandated involvement by the Department of Mental Health on behalf of homeless mentally ill persons and by the Department of Social Services on behalf of homeless families. Since 1983, thousands of families have been assisted before they actually become homeless. In the end, this $32 million program proves extremely cost-effective.

In 1985 the State introduced a Housing Services Program, which funds community based organizations to mediate landlord-tenant disputes before the tenants become homeless. More than 12,100 tenants and 7,600 landlords were served by this program in its first 18 months. Also, in 1983, the state pioneered a model employment and training program for welfare recipients, which in two years placed over 20,000 welfare recipients in full-time jobs, mostly in the private sector, at an average income of double what they were collecting on welfare.

In terms of emergency services, the state moved quickly as well. In 1983, there were only two state-supported shelters for the homeless. Now there are over 60. In 1983 there were no shelters for homeless families; today there are over 40. In order to avoid creating large, warehouse-type shelters, the state developed a model wherein it funded 75% of the operating expenses for small community-based shelters. The local non-profit agency pays 25% of the costs with in-kind contributions, volunteers, food or with cash raised from local sources. To help raise capital funds to expedite the renovation and purchase of existing property, the state joined with the private sector to develop the Fund for the Homeless, chaired by the Governor's wife, Mrs. Kitty Dukakis. Through the Fund, over one million dollars has been raised to assist sheltering programs. The new family shelter programs around the state average from 20 to 35 beds and shelter four to six families right in their own

communities. In addition, over 20 shelters for individuals have been created, to help stabilize homeless people so they can eventually move out of the crisis of homelessness into a more stable living environment.

Hotels and motels are used as a last resort solution. Through a cooperative agreement for families between the Department of Public Welfare and the Department of Social Services, case aides called "**homeless specialists**" go into the hotels and motels to work with the families, advising them on available services and referring them for more intensive housing searches. The state's Executive Office of Communities and Development has assisted in these efforts with a set-aside program of state-subsidized 707 certificates that are available to help these homeless families secure housing. In addition, community based organizations have performed contracts with the state to place homeless families in permanent housing. Over an 18-month period, 2,600 families were placed in permanent housing.

The third area of the program concerns <u>supportive services</u>. Often homeless people need more than a roof over their head. Their homelessness may have been caused by serious domestic problems, including physical abuse, substance abuse, and serious mental illness. For these families, case management and advocacy can help. In Massachusetts, Dukakis presented a five year plan in 1985 to make vast shifts in mental health care in the Commonwealth. The plan includes $170 million capital commitment to improve inpatient units and $150 million commitment to double the number of residential units and ensure case management and 24-hour access to services.

One of the most interesting aspects of the Massachusetts model is that it recognizes that deinstitutionalization may not be possible in all cases. In a study entitled "Beyond Deinstitutionalization" by Gudeman and Shore of the Massachusetts Mental Health Centre and the Harvard Medical School, five groups of difficult to treat patients were identified (see New England Journal of Medicine, September 27, 1984). Group IV are patients with schizophrenia who were unremittingly assaultive, suicidal, relentlessly obstreperous, and oppositional despite the use of all known treatment approaches over a period of years. Group V consists of chronically schizophrenic patients who are not acutely dangerous to themselves or others but exhibit behaviour that makes them vulnerable to exploitation and are unacceptable even in enlightened communities. One of the most important conclusions of the study was the following:

"Their presence and behaviour in the hospital make one question certain aspects of deinstitutionalization. Despite an average of five years of exposure to the full spectrum of psychopharmacologic, psychodynamic, and psychosocial

treatments, these patients continue to have unremitting symptoms and flagrant behavioural disabilities. In our experience, it is not possible to provide adequate care for such severely ill and disabled patients in a community setting."

As a result, Massachusetts is currently in the process of upgrading and rehabilitating all seven state hospitals and ten community mental health centres delivering services to the chronically mentally ill. (The state's institutional population dropped from 25,000 to 2,500 today, as a result of deinstitutionalization).

The fourth component of the Dukakis strategy is in the area of permanent housing. Massachusetts has probably the most extensive state-assisted housing programs in the nation and has committed over half a billion dollars for new construction since 1983 - some for new public housing, and some for incentives to private developers to develop rental housing for low and moderate income families. The result of these initiatives has been that by late 1986, Massachusetts supply of state supported housing for the elderly, special needs residents, and low and moderate income families has increased by 50%, with another 2,500 units committed in 1987. Presently, Dukakis's government has 150 communities participating in new family housing projects, and another 90 building or renovating housing for people with special needs, including the handicapped, mentally retarded, mentally ill people, battered women, troubled adolescents, parenting teenagers, substance abusers, and other high-risk groups. In addition, the state has 51 halfway houses for alcoholics and 18 detoxification centres which together supply 1,575 beds.

III D MANITOBA STUDIES

D.1 Previously Reviewed Studies

The following studies were reviewed in detail in the April 14, 1987 report Manitoba Directions for the International Year of Shelter for the Homeless by Dale Bairstow and will not be discussed in this report. Copies are available from Jim Zamprelli, Manitoba Housing at 185 Smith Street, Winnipeg, Manitoba or call (204) 945-5042 for a copy. The studies covered were:

1. Richard Brundrige, Housing the "Unhouseables": A case for long-term supportive housing for Winnipeg's chronically homeless, prepared for Main Street Project, December, 1986.

2. MaryAnn McLaughlin, Homelessness in Canada, Canadian Council on Social Development, September, 1986.

3. National Coalition for the Homeless, National Neglect/ National Shame: America's Homeless - Outlook for Winter 1986-87, September 1986.

4. Gerda Wekerle (York University) and Joan Simon (University of Guelph), Women and Housing Co-operatives, presented to Canadian Urban Studies Conference, Institute of Urban Studies, Winnipeg, August 14-17, 1985.

5. Institute of Urban Studies, Revitalizing the Core Area of Winnipeg: Issues and Options, University of Winnipeg, no date (likely around 1980).

6. Harvey Stevens and Barry Fogg, Housing Conditions in Winnipeg: The Identification of Housing Problems and High Need Groups, Winnipeg Social Planning Council, Winnipeg, March 1979.

7. Harvey Stevens, Characteristics of and Services for the Working Poor of Manitoba, Winnipeg Social Planning Council, Winnipeg, 1984.

8. Department of Environmental Planning (City of Winnipeg) and the Institute of Urban Studies (University of Winnipeg), Apartment Loss Study, October 1978.

9. Lynda Newman and Kathy Mancer, Roomers, Boarders and Lodgers: The Winnipeg Case, in Special Commissioned Papers, prepared for Task force on Roomers, Boarders, and Lodgers, Ministry of Housing, Toronto, September 1986.

10. Unfinished Business: Residential Care Homes in Manitoba, October 1983.

11. Task Force on the Young Disabled: A Report to the Minister of Health, October 1983.

12. Winnipeg Social Planning Council, A Review of Changes in the Living Conditions of the Registered Indian Population of Manitoba During the 1970's, Winnipeg, 1982.

13. Evelyn J. Peters, Native Households in Winnipeg: Strategies of Co-Residence and Financial Support, Institute of Urban Studies, Working Paper #5, 1984.

14. Social Planning Council of Winnipeg, Brief to the Task Force on Social Assistance Guidelines for Policy Reform, May 1983.

15. Status of Women Canada, Final Report of the Federal Provincial Territorial Working Group on Wife Battering, Ottawa, June 1986.

16. Dale Bairstow, Bairstow & Associates Consulting Limited, Converting Vacant Schools to Housing, prepared for Edmonton Separate School Board and Alberta Education, Edmonton, Alberta, June 1983.

17. Dale Bairstow, Chairman, Task Force on Roomers, Boarders and Lodgers, A Place to Call Home: Housing Solutions for Low-Income Singles in Ontario, Ontario Ministry of Housing, December 26, 1986.

18. U.S. Department of Housing and Urban Development, Freeing the Spirit of Enterprise - A Directory of Official U.S. IYSH Projects, Washington, October 1986.

The April study interviewed approximately 20 individuals and agencies actively involved in the issue of homelessness in Manitoba, and asked them their ideas about what the Province should be doing during the IYSH. The study also identified 15 rather innovative projects in the United States that might be useful to replicate in the Manitoba context. The report concluded with a four point strategy to deal with the homeless, concentrating on the four areas of a) activities to improve understanding of the needs; b) activities to raise the province's profile in the area if homelessness; c) actions to expedite immediate critical issues; and d) long-term actions for the Province to take.

The strategy consisted of 15 specific actions for the Province, with a total budget implication of $300,000 if all elements of the strategy were adopted. One element of recommendations was a suggestion to carry out a comprehensive needs study and that in fact is the subject of this Report. Sections D.2 to D.7 following highlight some of the other Manitoba studies that have been uncovered in the literature review, broken down into specific areas.

D.2 Mental Health

One of the key issues identified in the April study was the problem of people with mental health problems. The report noted that there were only 20 mental health workers seeing approximately 1,800 clients and about 4,000 individuals not being seen by anyone at all. According to data collected from the Mental Health Directorate, the Manitoba caseload in Community Mental Health Programs was 1,697 as of September, 1986, of which 1,100 were at the maintenance level and 597 were active. In terms of housing, only about 25% of the caseload are being served in established mental health residential settings. In total, only 429 individuals are being housed in community residences (38 residents), approved homes (67 residents), licensed facilities (225 residents) and satellite housing (99 units). This effort is quite small when one realizes that the estimate of the population of the province with mental health problems is in the 6,000-8,000 range.

A study of the "difficult-to-manage" clients of Winnipeg Region, Community Mental Health Program was undertaken in April of this year to document the heavy demands made upon existing manpower and residential resources in the Winnipeg region. The study was similar to the Brundrige study on the "unhouseables" completed for the Main Street Project. A sample of 61 files were drawn and 101 variables were analyzed, including general demographic, psychiatric diagnoses, behavioural problems, residential problems, history of hospitalization, and availability of support networks.

Two-thirds of the sample were male, with the majority below the age of 40. Most of the clients were not working and for 85% of the sample, provincial welfare was the primary source of income. 45 of the 61 clients has a single psychiatric diagnosis, 15 had a double diagnosis and 1 client had a triple diagnosis. 64% of the group had schizophrenia as their first diagnosis. 95% of the group were perceived by the community mental health workers as having severe behavioural problems. In most cases the problems were severe enough to lead to continual breakdown of residential placements, and often to the refusal, even by hospitals, to accept a client when a crisis situation arose. As one case study described the case of one client:

> Longstanding anti-social behaviour is such that he cannot be handled either in the community or in hospital by the usual means and resources available to the mental health program... This client requires special programming and social resources which are beyond our power as line staff to provide".

The Mental Health Directorate study concluded that what is needed for mental health clients is a stable, structured environment, and intensive programming sustained over a long period of time. The Study concluded that there was a critical need for a) mental health professional time - for intensive, continuing, one-to-one counselling/therapeutic work; b) residential resources - specialized residential settings, appropriately staffed (including day programming); and c) crisis intervention/stabilization facilities with community-based adequate program funding. The Report estimated that approximately 10% of the caseload or 170 clients in the Winnipeg Region were of the "difficult-to-manage" category.

The Mental Health Working Group, in as 1983 report, Mental Health Services in Manitoba: A Review and Recommendations, noted that there was a need for greater numbers of all existing types of community-based services such as "independent living with support," "independent group living", "supervised group living", and the need for "a form of co-op housing where residents determine the nature and extent of support to be provided by any staff." Following the above study, the Canadian Mental Health Association did proceed with a program known as the Supportive Housing Program and 64 individuals were accepted in 1985 and 1986 into the new program.

To gain an understanding of the demand for the program, it should be noted that one hundred applications were received for the first seven places. The CMHA provides a program manager, a half-time community liaison worker per house to link tenants to community resources, volunteer house co-ordinators who assist tenants in problem-solving, and other support volunteers. Valerie Michaud of the Winnipeg Social Planning Council evaluated the new program in February of 1987 and the results were quite positive. The real issue is that the number of placements are almost insignificant in relation to the total need for the program.

One of the common issues in the literature is the common problem of a lack of trained mental health care workers to work with mental health patients. In one location, Montgomery County, Maryland, the problem was solved by bringing in graduate social work students, supervised by a licensed social worker of the Mental Health Association of Montgomery County. The students began visiting the shelters once a week to see if they could assist shelter and food kitchen clients to access the services they needed in the county. By using graduate social work interns as staff, several goals are accomplished. First, it is cost-effective as the client receives a free service from an unpaid student intern. Second, the student is being trained on the job and this clinical education empowers the case managers to undertake what is for many a first clinical experience with

confidence and optimism. Third, outreach with the chronically mentally ill population represents a return to more basic social work values.

Each case manager carries only four active clients, they work 16 hours per week and receive 1 hour of individual supervision and 2 hours of formal training weekly. In addition to every hour of direct service provided on-site in the shelters, another hour of direct service of a follow-through nature is provided as well.

Finally, a few observations should be highlighted from Dr. H. Richard Lamb who is considered one of the leading authorities in the field of deinstitutionalization. Dr. Lamb was Chairman of the American Psychiatric Association's Task Force on Homeless Mentally Ill Persons. He writes, in a report "Homelessness: Critical Issues for Policy and Practice" released by the Boston Foundation in 1987:

> An ample range of graded, supervised community housing settings must be established. While some small portion of the severely and chronically mentally ill can graduate to independent living, that is to say, to their own apartments, for the vast majority, mainstream low-cost housing is not the solution. Most housing opportunities that require severely and chronically mentally ill persons to manage by themselves are beyond the capabilities of the chronically mentally ill.

In Manitoba, the linkage between housing and mental health services has already occurred to some extent. Manitoba Housing has contracted with the Canadian Mental Health Association with respect to their Supportive Housing Program, as well as independent group living initiatives, such as the link with Selkirk Mental Health for the last ten years. Further initiatives include funding for a private non-profit housing project sponsored by the SOS, as well as mortgage insurance for the Friends of Schizophrenics.

Manitoba Housing has certainly made efforts to link services to housing requirements, but so far, these efforts have been somewhat ad hoc. Clearly, if Manitoba Housing is going to make serious progress in providing housing for homeless mentally ill people, then it will have to link its housing programs with a full array of mental health services in a more comprehensive manner. For the chronically mentally ill, homelessness is a complex problem with multiple causative factors. It will require the cumulative efforts of many provincial departments and local agencies to rectify before substantial headway can be made.

D.3 NATIVE STUDIES

The April study quoted a number of native studies that concluded that native households are more likely than average Winnipeg households to experience affordability problems, and are more than twice as likely to inhabit housing that is in poor state of repair. For example, a 1984 study noted only 2% of inner city households were in very poor repair, but that 27% of units occupied by natives were in poor condition.

One of the most detailed studies in Canada on the characteristics of native people comes from Stewart Clatworthy and Jonathan Gunn, Economic Circumstances of Native People in Selected Metropolitan Centres in Western Canada, by the University of Winnipeg Institute of Urban Studies, December 1981. A few of the highlights of the Winnipeg portion of the study are as follows:

> Ballpark estimates of the total number of native people in Winnipeg are 20,000-23,000 (7-9,000 status Indian and 13-14,000 Metis or non-status Indian).
>
> In Winnipeg, it was found that in excess of 70% of the native population had lived in the city for 3 or more years. Employment is the most crucial factor in the decision to move to the city.
>
> Urban native populations in western Canada are characterized by very young population structures and tend to include more females than males. (in Winnipeg, 67.3% were under 25 and 56% were female). 39% were single-parent families. Native unemployment in Winnipeg was found to be 31.5%, compared to an overall city rate of 6.2%.
>
> 77.5% of all status Indian households and 71.6% of all MNSI households were dependent on some form of transfer payment.

A study in 1984 by Harvey Stevens of the Winnipeg Social Planning Council noted that 79% of the 5,905 native households rent their housing, compared to 41% for non-native households. Also, the Stevens report, Community Infokit noted that over 63% of native renters must spend more than 25% of their income on shelter, compared to only 25% of non-native households.

The Manitoba Association for Rights and Liberties (MARL) conducted two studies on the issue of discrimination in housing, in 1979 and 1984. While the agency did not find cases of discrimination from current landlords, they did find such evidence from agencies who accepted fees for providing housing listings.

D.4 SPECIAL GROUPS

A number of special groups have been described in a number of reports and studies, most notably battered women, the unhouseables, and prostitutes.

Since 1983 the Manitoba Government has been increasingly involved in providing support services for victims of wife abuse. While crisis services exist in the City of Winnipeg, intermediate support and housing for post crisis victims remains a serious problem. Experts in the field of family violence have identified a post crisis client group in need of transitional support and housing. Various models of combining housing and support services have been proposed. In the summer of 1985, representatives from Housing, Employment Services and Economic Security, and Community Services and Corrections met to discuss which model was most appropriate. This Committee selected an integrated model consisting of a number of dispersed units within a large apartment project, with on-site support available through a staffed drop-in centre.

Manitoba Community Services has provided some figures to indicate that the incidence of wife abuse is on the increase. For example, the Committee on Wife Abuse, province-wide 24-hour crisis line received 1,832 calls in 1984 and 2,345 calls in 1985. Also, in a three-year period (1983 to 1985) almost 6,300 women and children sought refuge in Manitoba's safe homes and four established shelters. An increase in the demand for service is reflected in the fact that 3,000 of these women and children were provided with emergency shelter in 1985 alone. Between 1985 and 1986, the total number of women and children in the province seeking shelter rose by 12%, from 2,278 to 2,559. The rate of increase in Winnipeg was even higher, at 22%, rising from 1,022 persons in 1985 to 1,251 in 1986.

The skid row population has been described in depth by Rick Brundrige in the summer 1987 issue of City Magazine (see Homelessness: Bleakness and Poverty in a Day to Day Existence). Brundrige's analysis of Main Street Project Hostel clients noted that 78% were male, the average age was quite young (37 for males, 35 for females), and 57% were native. The author noted that 45% had less than grade 10 education, while about 45% had not worked in the last 12 months. Some had virtually given up the pursuit for work. As a result, most of the residents were living on public assistance. Brundrige identified 70 chronic homeless clients, i.e. people who are homeless for extended periods of time, at the Main Street Project, and 718 individuals and 87 families who were considered chronic homeless in the various inner city agencies surveyed in late 1986.

Brundrige also researched mortality rates among Main Street Project and noted that no less than 56 clients had died over a two year period, between July 1984 and 1986. He was able to trace the cause of death in 30 cases:

Circumstance	Number
Documented suicide	4
Foul Play	9
Drug/Alcohol Poisoning	8
Vehicular accident	1
Questionable circumstances (found in river)	4
Natural causes	4
Total	30

He also noted that the average age of death for MSP clients was much younger than the general Manitoba population. For example, native males at MSP died at age 48, and native females died at age 38, on average, compared to ages 62 and 69 respectively for the Manitoba native population.

One of the most interesting and detailed descriptions of a special group - prostitutes, was provided in 1985 by the Y.W.C.A. and the Elizabeth Fry Society of Winnipeg. The report Making Street Connections: Profile of Winnipeg Prostitutes, researched the extent, demographics and needs of prostitutes in Winnipeg over a four month period. Fifty-four women and girls were interviewed. The average age of the women interviewed was 41 years, but close to 30% were below the age of 18. 60% of the women were white, and 35% were of native or metis background.

75% of the women had less than a grade 9 education. 48% were single, while another 15% were living common-law. 41% were living alone, while another 30% were living with pimps, boyfriends or husbands. 46% of the women interviewed are or have been mothers in the past. The vast majority (80%) of the women lived permanently in Winnipeg, but only 20% were transient.

60% of the women interviewed were sexually and/or physically abused as children. 27% indicated that they had been emotionally or verbally abused or neglected. Only 12% reported no abuse. 78% had been either sexually or physically assaulted. Of this group, 64% had been both sexually and physically assaulted. In terms of a need for housing, the report made the following recommendations regarding the need for a safe-house for prostitutes in Winnipeg:

> Because of the violence that is on the street, these women should have a safe and secure place that they can go to in times of crisis. This is

especially true for the younger prostitutes who have fewer life skills and nowhere to turn except the streets. These girls need to be able to go to a place where they can get a meal and a bed without the fear of their pimp finding them or the Children's Aid Society picking them up and taking them back to where they don't want to go. We are certain that a safe house concept can be developed which will be relevant and accepted by the girls and social service agencies as no one wants a child on the street in potentially dangerous situations. A service needs to be offered on a 24 hour basis in order that a girl or women can find refuge and safety when she needs it. The program developed must take security into account in order that women can be safe from "tricks" and "pimps".

A local organization called P.O.W.E.R. (Prostitutes and other Women for Equal Rights) estimates that there are 250 prostitutes on the streets of Winnipeg at any point in time.

D.5 ELDERLY STUDIES

Two studies which discuss the future housing requirements for the elderly in Manitoba were reviewed. The first, by Don Marks, Kevin Orr, Richard Goatcher and Carole Zoerb was called An Assessment of the Need and Demand for Elderly Persons Housing in Manitoba, 1981-2001. It has no date. The second study was prepared for the Department of Housing by Avrum Regenstrief in January 1984 and is called A Review of the Need for and Location of Housing and Related Facilities for Senior Citizens in Manitoba. The first study made a number of observations that are relevant.

- CMHC has estimated that in the next ten years the number of elderly will increase 25% and represent almost 11% of the Canadian population.

- The rate of growth in this group will drop off somewhat in the ten years between 1991-2001, but beyond that point the "baby boom" generation will begin reaching age 65. By 2025 most of this group will have reached 65, with the result that there will be 5.5 million elderly Canadians. By 2031, some 18% of Canadians will be 65 and over.

- Manitoba and Saskatchewan are expected to have the largest over-representation of elderly persons in the year 2000. Today, Manitoba, Saskatchewan and P.E.I. are significantly more "aged" than the country as a whole.

- More important than the demographic trends of the total elderly population are the trends of the subgroups of the elderly population that tend to require housing assistance, more so, than other elderly persons. Two such subgroups are the old-old, (males over age 80) and the and females over 85 years of age, which have been identified as having greater health and income difficulties. Currently the old-old represent 13% of Manitoba's elderly population, and will rise to 20% in less than 20 years.

The above findings suggests that it is the frail elderly that will be of greater concern in the years ahead. In the Winnipeg Region, the total number of assisted housing units increased from 1909 units in 1971 to 9227 units in 1981, an increase of 383%. The number of seniors increased by only 28% in the same period (51,250 to 65,790). This information would suggest that senior citizens have already been well served by Manitoba Housing programs. In addition, it should be noted that the province's SAFER Program (Shelter Allowance for Elderly Renters) currently serves over 3,000 clients per month living in the private sector who need help in paying their rent. ($3 million in expenditures in 1986-87).

The 1984 Regenstreif study similarly confirmed the issue of the growing number of frail elderly. The author noted, in the Executive Summary of the report, that:

> In Manitoba, as in the rest of Canada, the percentage of the elderly particularly in the 75 and over category is increasing at a faster rate than the population as a whole. It is also resulting in increasing numbers of older frail or at risk elderly. This is likely to continue for the next 15 years, when the proportion of younger elderly will begin to grow more rapidly. Consequently, it is essential to take steps as early as possible to ensure provision of middle and long-term as well as short-term housing and related needs of an inexorably growing elderly population.

Needless to say, there were no studies of the elderly uncovered that made any reference to the homeless elderly, however, we can only deduce that with the numbers of older elderly growing, and the portion in the "frail" category increasing as well, that the number of cases of homeless elderly will only increase. This will only be prevented if the number of elderly housing units that are built in future caters more to the frail elderly than to the traditional younger self-sufficient elderly population.

IV DEMOGRAPHIC TRENDS

A National Trends

Some of the preliminary figures from the 1986 Census have been released by Statistics Canada, although the detailed cross-tabulations for Manitoba will not be available until the end of the year. However, some of the national trends are worth highlighting, for example:

YOUTH POPULATION SHOWS DECLINE
While the number of people under age 14 has not changed much since 1981, the population aged 14-24 has declined significantly. Between 1981 and 1986, the secondary school aged population (14-18) decreased by 15%, while the youth population (18-24) experienced an 8% drop.

ADULT POPULATION CONTINUES TO INCREASE
The population aged 20-64 continued to increase between 1981 and 1986. This group was 66% larger in 1986 than 1961 and grew by nearly 8% during the last five years. In future, as the baby-boomers move into their forties and beyond, the working age population will become increasingly concentrated in the older age groups.

ELDERLY POPULATION GROWS RAPIDLY
The population aged 65 and over has grown from 1.4 million in 1961 to 2.7 million in 1986, a rate of increase more than twice that of the population as a whole. The numbers of those 75 years of age and older increased at at even higher rate. In 1986, there were just over 1 million persons aged 75 and over, more than double the number in 1961.

WOMEN OUTNUMBER MEN AMONG SENIORS
In 1961, there were 106 women aged 65 and over for every 100 men in the same age group. By 1986 the ratio had jumped to 138 women for every 100 men. The gap between the number of females increases with age so that for the population 85 years of age and older, women outnumbered men by more than 2 to one. This is because women outlive men an average of seven years.

MORE SINGLE YOUNG ADULTS
Young adults are tending to marry at a later age. As a result, the proportion of single persons aged 20-34 continued to increase between 1981 and 1986. For example, among females 20 to 24 years of age, a full 60% were single in 1986, compared to 40% in 1961. These trends explain, in part, the lower fertility rates and the increase in one-person households in recent years.

FAMILY SIZE DROPPING

Family size has been dropping, from an average of 3.9 in 1961 to 3.1 in 1986. This is due largely to the decline in fertility rates, as well as the increase in single parent families. Also, there has been a dramatic growth in families with no children at home. In 1986, there were 2.2 million such families, or close to a third of all families, and a 9% increase over 1981.

GROWTH IN SINGLE PARENT FAMILIES

Single parent families have been growing at a much faster rate than traditional families, increasing by 20% between 1981 and 1986. In 1986, they represented 13% of all families, up from 11% in 1981.

GROWTH IN ONE-PERSON HOUSEHOLDS

In Canada, an increasing number of people are living alone. In 1961, less than 10% of all private households were one-person households. By 1986, the 1.9 million people living alone made up 21% of all private households. The key reasons for this trend were the aging of the population and increases in marriage breakdown. In the latter, case, while most divorced persons eventually remarry, they do swell the ranks of those living alone, if only temporarily. In the former case, differences in mortality rates, with wives outliving their husbands, have continued to result in rising numbers of elderly widows left on their own.

This section has set some of the national demographic context for the Manitoba homeless study. From a housing point of view, the national trends show that the adult population is aging, and the elderly population is still growing faster than the total population, particularly for the older more frail elderly. In addition, the growth in one person and single person households is important, because it suggests that public policy should refocus its attention on singles and away from families as a priority. The sections following will describe the demographic context for Manitoba, as well as discussions concerning trends in growth in households by size, type, and tenure.

B Manitoba Trends

Many of the trends observed at the national level also are found at the Manitoba level. Table 4.1 following summarizes the number of households in Manitoba by type in 1976 and 1986 and their relative share of the total households. As shown by the table, traditional husband wife households have dropped considerably as a portion of all households, from 68.5% of the total in 1976 to only 62.2% in 1986. One person non-family households increased from 19.4% to 24.0% over the same period.

Table 4.1

Manitoba Households by Type: 1976 to 1986

Type of Household	1976		1986	
	ABS	%	ABS	%
Husband-Wife	224,895	68.5%	238,160	62.2%
Multiple Family	3,010	0.9%	3,075	0.8%
Single Parent	20,945	6.3%	31,900	8.3%
1 Person Non-Family	63,485	19.4%	91,820	24.0%
2+ Persons Non-Family	15,665	4.7%	17,390	4.5%
TOTAL	328,000	99.8%	382,345	99.8%

Table 4.2 following summarizes the extent of change for the five groups listed above. As can be seen from the table, over the last decade, Manitoba households grew by a rate of 1.65% per year or an actual increase of 5,434 households per year, on average. Traditional husband-wife households grew very slowly, at 0.59% per year, and multiple family households showed the slowest growth, at 0.21% per year. 2+ person non-family households also grew quite slowly, at a rate of 1.1% per year, suggesting that doubling up has not been a serious problem in Manitoba.

On the other hand, the single parent and the 1 person non-family households have grown at a very rapid rate, at 5.2% and 4.5% per year, respectively. In actual terms, the number of single parent households in Manitoba increased by 10,955, or from 20,945 to 31,900 over the decade, for a 52.3% increase. Similarly, the 1 person households grew by 28,335 or from 63,485 to 91,820 over the period, for a 44.6% increase. The implications of these trends for housing required for single parents and single persons are clear. The trends partly explain why 68% of family public housing tenants in Winnipeg are female, single parent families.

Table 4.2

Growth in Manitoba Households By Type: 1976-86

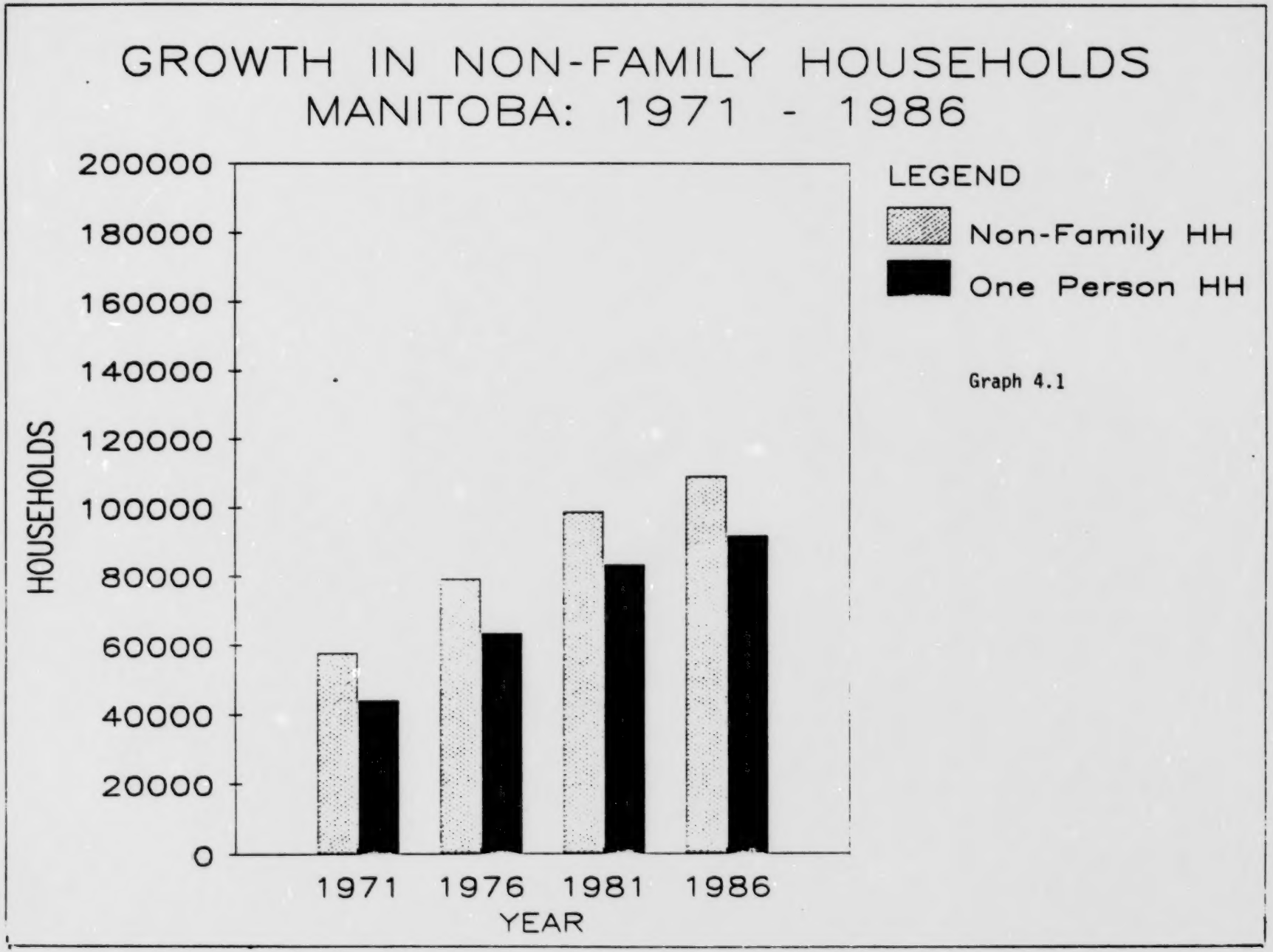
Type of Household	Abs. Change 1976-86	% Incr. 76-86	Abs. Incr. 76-86 Per Year	% Incr 76-86 Per Yr
Husband-Wife	13,265	5.9%	1,326	0.59%
Multiple Family	65	2.1%	7	0.21%
Single Parent	10,955	52.3%	1,095	5.23%
1 Person Non-Family	28,335	44.6%	2,833	4.46%
2+ Persons Non-Family	1,725	11.0%	172	1.10%
TOTAL	54,345	16.5%	5,434	1.65%

Graph 4.1 illustrates the dramatic growth in non-family and one person households in Manitoba since 1971. At the same time, the size of households is getting smaller. Graph 4.2 shows the change in households by size between 1976 and 1986. Table 4.3 summarizes the number of households by size, in 1976, 1981, and 1986.

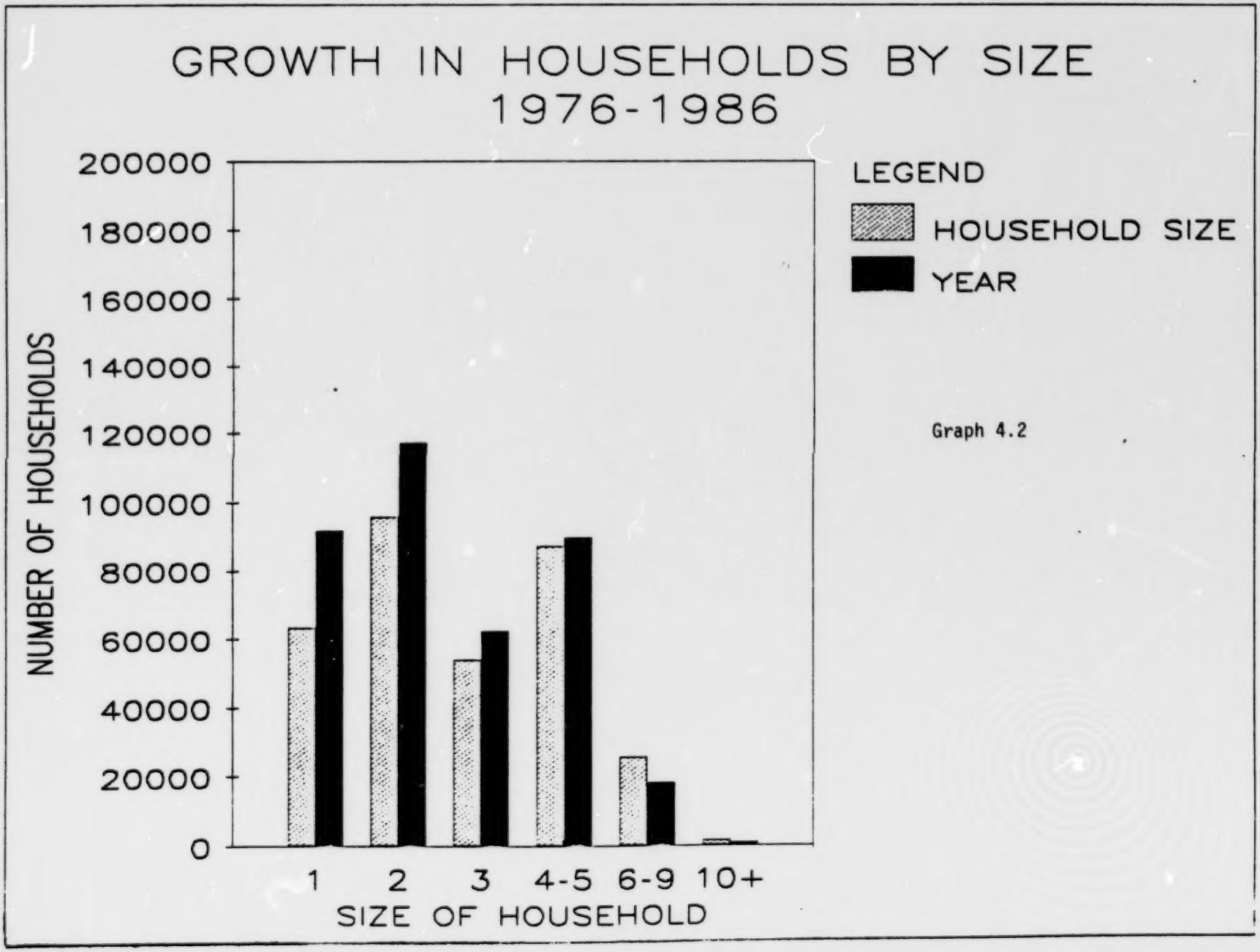
Table 4.3

Manitoba Households by Number of Persons: 1976-86

Number of H.H. by Persons/H.H.	1976	1981	1986
1	63,485	83,350	91,815
2	95,805	107,345	117,175
3	54,010	58,340	61,155
4	55,205	59,685	65,290
5	31,930	29,970	29,895
6	15,745	11,795	10,170
7	5,925	3,795	3,020
8	2,705	1,790	1,400
9	1,385	865	560
10+	1,810	1,055	760
TOTAL PRIVATE H.H.	328,005	357,985	383,345


GROWTH IN NON-FAMILY HOUSEHOLDS
MANITOBA: 1971 - 1986
200000
180000
160000
140000
120000
100000
80000
60000
40000
20000
0
HOUSEHOLDS
1971
1976
1981
1986
YEAR
LEGEND
Non-Family HH
One Person HH

Graph 4.1


GROWTH IN HOUSEHOLDS BY SIZE
1976-1986
200000
180000
160000
140000
120000
100000
80000
60000
40000
20000
0
NUMBER OF HOUSEHOLDS
1
2
3
4-5
6-9
10+
SIZE OF HOUSEHOLD
LEGEND
HOUSEHOLD SIZE
YEAR
Graph 4.2

One of the interesting issues relating to the issue of homelessness is the availability of rental housing. Table 4.4 below summarizes the number of households in Manitoba that were owners and renters between 1971 and 1986. As can be seen from the data, the ratio of renters to owners has been relatively constant in Manitoba, up to 1981. During this period, approximately 34% of all of the province's households were renters. After 1981, the rate of increase in rental households dropped considerably. For example, rental households increased by 3,855 or 3.14% over the five year period, while ownership households increased by 14,835 or an increase of 6.29%. On an annual basis, this means that rental households have increased at less that 1 percent (0.62%) per year while ownership households have increase by more than 1 percent (1.25%) per year. This would imply that the increase in rental stock in Manitoba in the last five years has been very small, i.e. 770 units per year, compared to an annual increase of almost 3,000 ownership households during the same period.

However, above data is somewhat misleading, since rental starts in the City of Winnipeg have increased by over 8,000 units between 1984 and 1987, and 1986 Census data do not reflect this activity. Also, the Province funded over 3,200 social housing units (elderly and family) since 1983 in an effort to assist the low income rental sector.

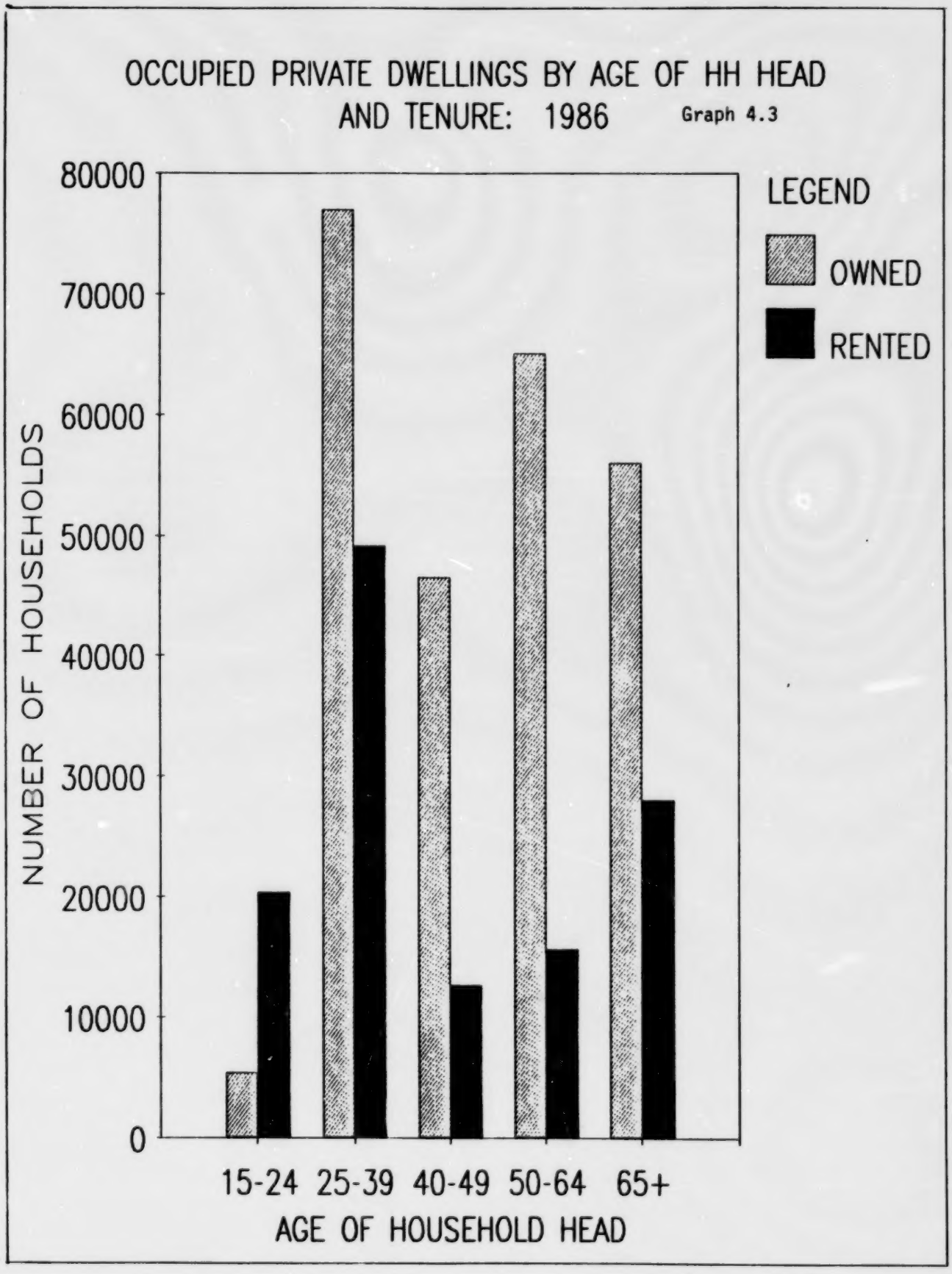
Graph 4.3 on the following page partly explains the dramatic rise in ownership, due largely to the aging of the baby-boom population. Nevertheless, most low income households require rental accommodation. The fact that this available stock has grown so slowly in the 1981 to 1986 period partly explains the increase in homelessness in the last few years.

Table 4.4

Manitoba Trends in Tenure: 1971 to 1986

YEAR	Renters	Owners	Total
1971	97,850	190,065	287,910
1976	110,320	217,685	328,005
1981	122,395	235,590	357,985
1986	126,250	250,425	376,675

Section C following describes what is currently known about the issue of loss of stock in the City of Winnipeg, based on existing population data and demolition data provided the Department of Environmental Planning.


OCCUPIED PRIVATE DWELLINGS BY AGE OF HH HEAD
AND TENURE: 1986
Graph 4.3
80000
70000
60000
50000
40000
30000
20000
10000
0
NUMBER OF HOUSEHOLDS
LEGEND
OWNED
RENTED
15-24
25-39
40-49
50-64
65+
AGE OF HOUSEHOLD HEAD

C Loss of Housing in the Inner City

Many studies of the cause of homelessness have pointed to the loss of housing due to demolitions and conversions and Winnipeg is no exception. Table 4.5 below summarizes demolitions in Winnipeg over the last decade. As can be seen from the table, Winnipeg lost between 300 and 470 units per year since 1978. In addition, demolitions for 1987 were up by 8% over the 1986 and 1985 levels, largely due to a significant increase in apartment unit demolitions.

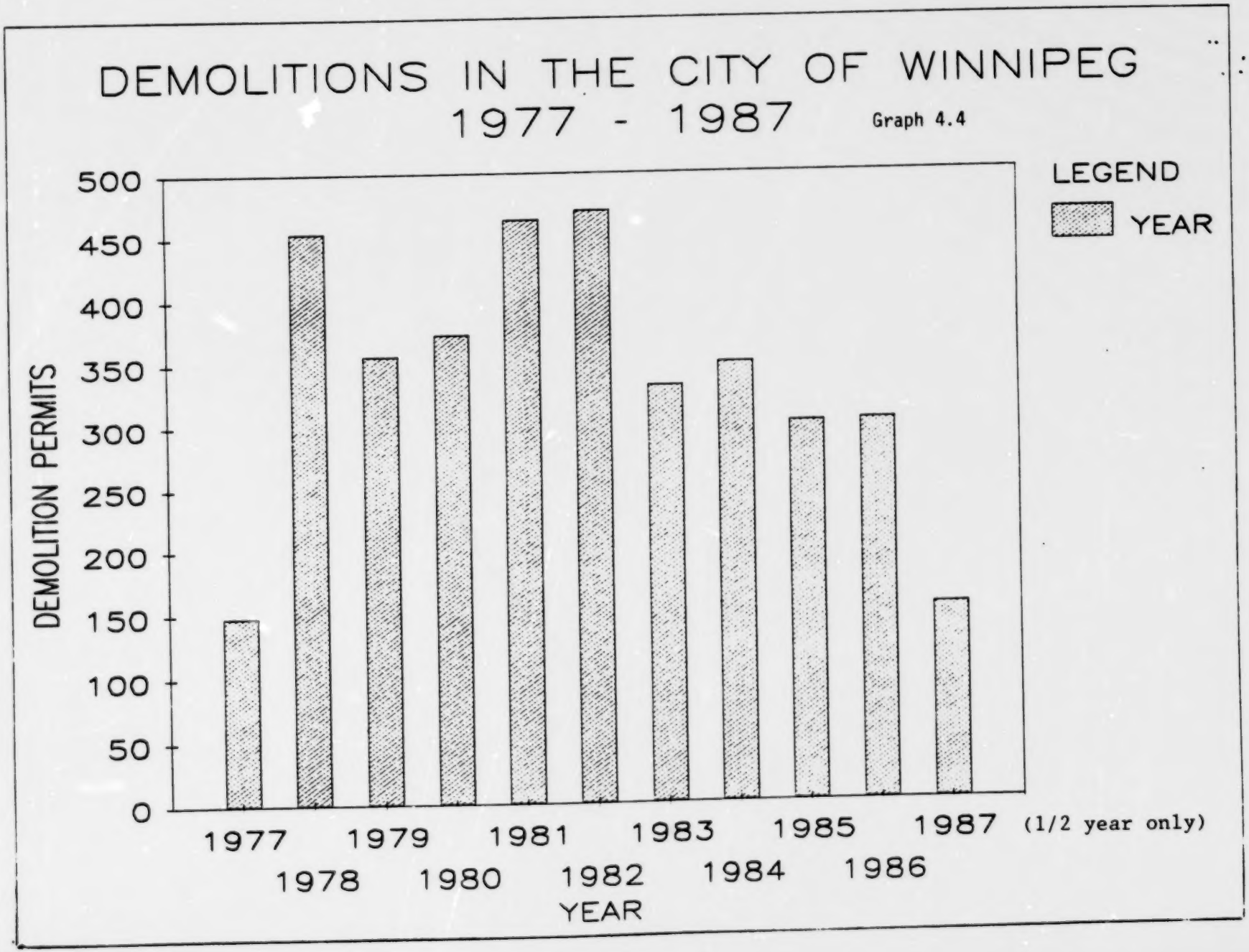
Table 4.5

Winnipeg Demolition Statistics by Building Type: 1978-87

Year	Single	Semi	Row	Apt.	Total
1978	278	26	42	108	454
1979	216	28	24	88	356
1980	183	30	63	97	373
1981	200	28	16	220	464
1982	173	26	45	227	471
1983	220	24	6	82	332
1984	192	28	5	125	350
1985	182	11	15	94	302
1986	186	16	16	87	303
1987	188	18	19	101	326

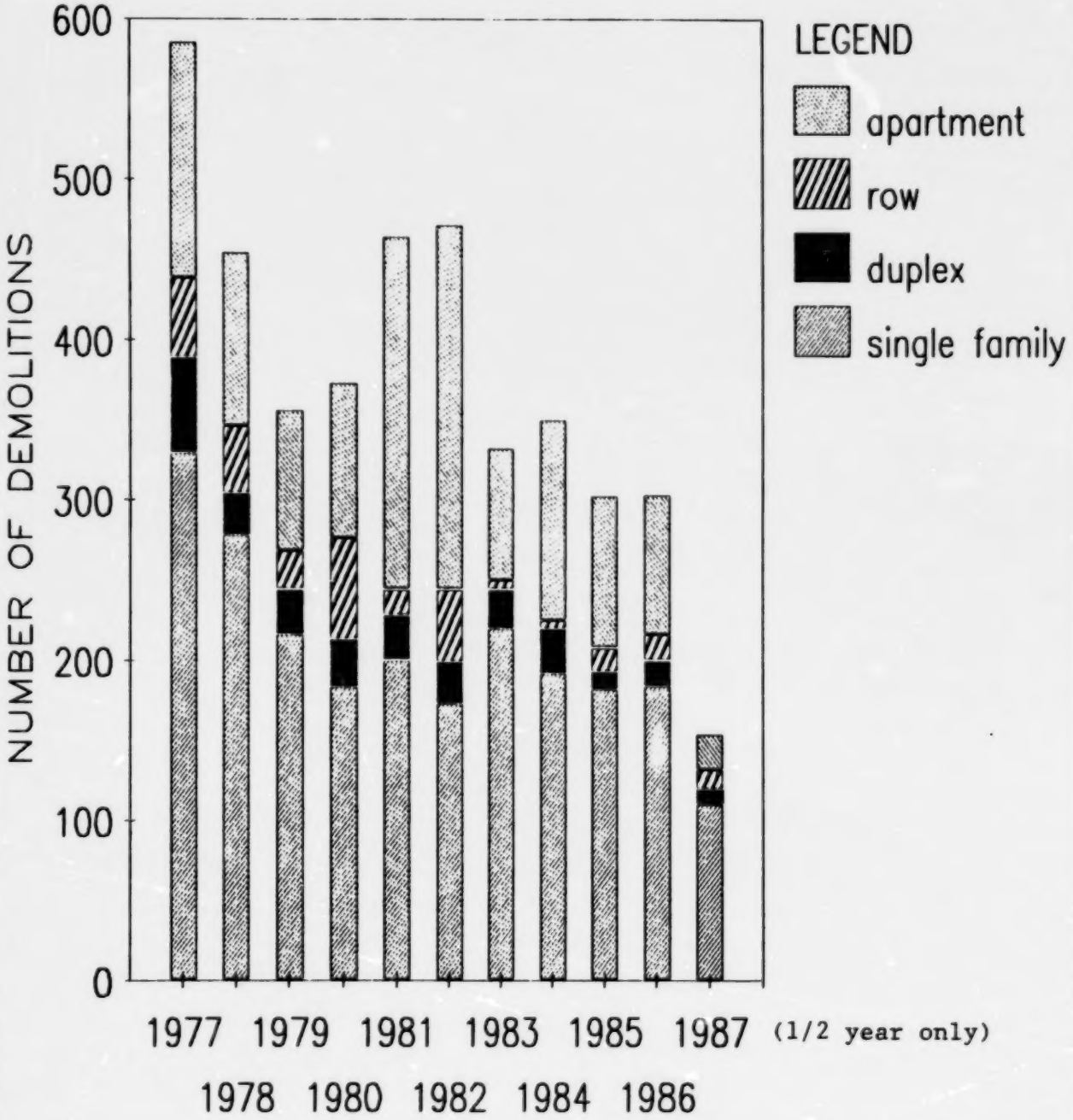
Graphs 4.4 and 4.5 illustrate the trend in demolitions in Winnipeg over the last decade. As can be seen from the table, demolitions are still in the 300/year range, although they were as high as 471 in 1982. Assuming the 1986 ratio of 2.7 persons per household, this suggests that at least 800 residents of Winnipeg lose their homes each year through demolitions. Unfortunately, the City of Winnipeg does not keep ongoing statistics of the impact of these demolitions on the persons who are displaced.

The C.A.R.U.M.P. (Core Area Residential Upgrading and Maintenance Program) which is administered by the City of Winnipeg, does maintain detailed files on clients who are displaced, however, none of this data has ever been analyzed and the City of Winnipeg would not make this data available to the consultants, because of concerns over confidentiality.


DEMOLITIONS IN THE CITY OF WINNIPEG
1977 - 1987
Graph 4.4
LEGEND
YEAR
DEMOLITION PERMITS
500
450
400
350
300
250
200
150
100
50
0
1977
1978
1979
1980
1981
1982
1983
1984
1985
1986
1987
(1/2 year only)
YEAR

WINNIPEG DEMOLITIONS BY BUILDING TYPE
1977 - 1987

Graph 4.5



Source: Dept. of Environmental Planning

Historically, demolitions have been concentrated in the inner city, although in recent years, demolitions have occurred in other districts as well. For example, in the first half of 1987, while there were 27 units demolished in the City Centre/Fort Rouge area, there were more units removed in St. James/Assiniboia (37 units), Lord Selkirk/West Kildonan (33 units), and St. Boniface/St. Vital (29 units) area. The codes listed below are CC/FR - City Centre/Fort Rouge, SJ/AS - St. James/Assiniboia, LS/WK - Lord Selkirk/West Kildonan, EK/TR - East Kildonan/Transcona, SB/VI - St. Boniface/St. Vital, and AP/FG - Assiniboine Park/Fort Gary.

Table 4.6

Demolition Statistics by Area of Winnipeg: 1978-87

Year	CC/FR	SJ/AS	LS/WK	EK/TR	SB/VI	AP/FG	TOTAL
1977	306	45	65	53	88	24	586
1978	235	34	64	39	51	31	454
1979	166	32	35	45	50	20	356
1980	188	37	63	15	50	16	373
1981	235	25	80	46	40	17	464
1982	338	15	59	16	29	9	471
1983	194	32	28	18	29	26	332
1984	297	16	49	22	39	24	350
1985	132	23	32	54	41	18	302
1986	83	19	12	11	42	14	303
1987 (1/2 yr)	27	37	33	10	29	14	154
TOTAL	2201	315	520	329	488	213	4145

As can be seen by the above table, the extent of demolitions in the inner city area has dropped to about 1/6th of all demolitions, down from 2/3 rds in the mid 1980's. This has occurred because there has been a conscious effort, through a variety of programs such as the Buy and Renovate Program, Winnipeg Housing Rehabilitation activity, the Co-op HomeStart Program for acquisition and renovation, and RRAP, to preserve housing in the inner city.

Interviews with the Department of Environmental Planning and the Community Improvement Division indicated that the loss of stock issue was not a problem because the inner city was now increasing in population, as a result of so much new housing stock coming on stream. To confirm whether this was in fact true, we analyzed 1981 and 1986 Census tract population data for an area of Winnipeg falling within Notre Dame on the north, the Assiniboine River on the south, the Rouge River on the East, and St. James on the west.

Table 4.7

Changes in Population by Census Tract
Winnipeg Inner City: 1981 to 1986

Census Tract	Population 1981	Population 1986	Abs. Change 1981-86	% Change 1981-86
13	1,689	1,640	- 49	- 2.9%
14	3,900	4,323	+ 423	+ 10.8%
15	5,889	6,633	+ 744	+ 12.6%
16	2,499	2,653	+ 154	+ 6.2%
17	3,810	3,736	- 74	- 1.9%
18	2,983	2,974	- 9	- 0.3%
19	3,160	3,069	- 91	- 2.9%
20	2,529	2,518	- 11	- 0.4%
21	6,707	6,924	+ 217	+ 3.2%
22	4,995	5,194	+ 199	+ 4.0%
23	3,670	4,129	+ 459	+ 12.5%
28	5,211	5,683	+ 472	+ 9.1%
29	5,258	5,277	+ 19	+ 0.4%
30	3,707	3,721	+ 14	+ 0.4%
31	2,211	2,149	- 62	- 2.8%
TOTAL	58,218	60,623	+ 2,405	+ 4.1%

Table 4.7 shows that of the 15 census tracts in the inner city, nine increased in population and 6 actually lost population. Those neighbourhoods that lost population were parts of the downtown, Westminster, Minto, and parts of

Sargent Park. Armstrong Point and Memorial, parts of Westminster, St. Mathews, Spence, Daniel McIntyre and parts of Sargent Park all saw population increase. In conclusion, while there has certainly been a resurgence of population in the the inner city, the net increase has still been small, i.e. 4.1% over the five year period. At the same time, over one-third of the census tracts in the inner city did show an absolute loss in population, despite significant efforts of Manitoba Housing to provide housing and the Core Area Initiative to revitalize the downtown area.

At this point, it is worth restating a few of the recommendations of the Apartment Tenant Relocation Study, which was completed in February, 1978 by Sybil Frenette and Judy Herscovitch of the Institute of Urban Studies for the City of Winnipeg Department of Environmental Planning. Few of the recommendations have been acted upon but they are as relevant today as they were a decade ago.

> The city should assume responsibility for the results of its code enforcement policies. The city should develop a relocation policy which will have as its goal a method for rehousing those persons displaced by the enforcement of their building codes in housing which is both economic and locationally similar to their previous residence. The landlord should be required to inform the city that his tenants will be needing new accommodation. (Actually, under current Landlord and Tenant legislation, where the landlord is going to demolish a building, he is required to give notice to the tenants and to provide them with compensation. Since this compensation is not monitored, it is difficult to tell to what extent such help is being provided.
>
> The city should encourage a replacement scheme, whereby for every housing unit lost through demolition due to code enforcement, a new housing unit is constructed. Many of the units currently being removed from the housing market provide accommodation for the hard-to-house and persons with special needs.
>
> There is a need for better co-ordination among housing agencies. This could be accomplished through a rehouse registry which would be composed of two parts; one which would list those tenants looking for housing, their past addresses and new addresses to be held in confidence of the housing agencies, and secondly a listing of all available housing provided on a cross-reference basis from all housing agencies and private landlords.

V HIGHLIGHTS OF SPECIAL NEEDS

A CMHC Estimates of Core Need

Canada Mortage and Housing Corporation uses a measure to estimate relative housing need called "Core Need" which provides a general indicator of the number of households who have an affordability problem, i.e. pay more than 30% of income on shelter, have a supply problem, i.e. live in overcrowded conditions, or require major renovations, to bring dwellings up to standard. The actual numbers that CMHC has developed have been subject to a significant amount of criticism, largely because they are based on "old" data than has not been upgraded to take 1986 Census figures into account. Nevertheless, the findings are quite revealing in terms of showing the type of housing problem occurring and its relative concentration with different target groups, such as families, singles, and the elderly.

Table 5.1 provides an overview of the distribution of core need by type of need, both above and below an income threshold. The thresholds are based upon the number of bedrooms required by a household, based on the age and sex of the members, and the income required to afford housing at 30% of income. For example, a single parent household with two children older than five years and of the oppositie sex, requiring a three bedroom unit would qualify for CMHC housing if their income was below $25,000 in Winnipeg or below $18,000 in the Southeast portion of the Province.

Table 5.1

Summary of Core Need Data for Manitoba

Total Needs	HH. Below Thresholds	HH. Above Thresholds	Total HH. in Core Nd.	Percent of Total
Demand	34,525	12,750	47,275	60.9%
Supply	5,415	3,935	9,350	12.0%
Renovation	7,560	13,290	20,850	26.9%
Total	47,520	29,995	77,515	99.8%
No Problem	45,660	195,930	241,590	75.7%
Total H.H.	93,175	225,940	319,115	100.0%

The above table shows that similar to British Columbia (Hulchanski Study), approximately one in every four Manitoba households is in core need, as defined by CMHC and of this group, over 60% have an affordability problem.

These figures exclude farm and native households. Table 5.2 summarizes the distribution of core need by household type, for renters and owners. These ratios have been applied against the 1986 Census of households which is available for Manitoba, to estimate the total actual number of households in core need in 1986, by tenure. (including farm and native). At the time of writing, CMHC has not carried out such estimates, since they had received no 1986 household data from CMHC in Ottawa. Nevertheless, we were able to obtain some preliminary estimates from Statistics Canada printouts in Winnipeg during the first week of November.

Table 5.2

Distribution of Core Need by HH Type

OWNERS	Manitoba	Winnipeg	Est. of Core Need using 1986 Data
Families	52.7%	56.9%	25,075
Single	11.0%	13.4%	5,233
Elderly	36.2%	29.5%	17,223
TOTAL	99.9%	99.9%	47,531
RENTERS			
Family	34.1%	30.8%	14,637
Single	31.6%	35.0%	13,564
Elderly	34.2%	34.1%	14,680
TOTAL	99.9%	99.9%	42,881
TOTAL			
Family	43.9%	41.7%	39,712
Single	20.7%	26.0%	18,797
Elderly	35.2%	32.2%	31,903
TOTAL	99.9%	99.8%	90,412

The above table shows a number of interesting findings about those in core need. First, overall, there is a much higher relative percentage of the Manitoba population in core need who are renters (47%) than the overall distribution of renters (34%). Second, while families and seniors make up the majority of core need (44% and 35% respectively), within

the renters, the three household types are divided almost evenly at a third each. In other words, 31% of all renters in core need are single, while only 11% of all owners in core need are single.

The relationship between Manitoba and Winnipeg data is also revealing. For example, for families who are owners, Winnipeg households are worse off, with 56.9% in core need (compared to 52.7% for the province). Renter families are better off, with 30.8% of Winnipeg renter families in core need, compared to 34.1% for the province as a whole.

Singles, on the other hand, are consistently worse off in Winnipeg for both renters and owners, however, the degree of housing problem is far more serious for renters (35.0% in core need in Winnipeg, compared to 31.6% for the province). Elderly owner households are worse off outside the City of Winnipeg (see table - 29.5% in City vs. 36.2% outside).

From a policy point of view, the above data suggest that there are around 43,000 renter households in the province with some kind of housing problem, as defined by CMHC's definition of core need. If we assume that these are the target group for social housing programs, we note that there are 14,637 families, 13,564 single households, and 14,680 elderly households in core need. The seniors have been well served, as shown in the literature review, the families have been served somewhat by existing programs, although there are still significant waiting lists in social housing for this group, but the singles have only been served in a minimal way, (Winnipeg Regional Housing Authority currently has approximately 200 non-elderly singles housed in their units or in rent supplement units at present) as evidenced by their general non-eligibility for social housing and SAFER and SAFR benefits.

CMHC does provide data for those households in core need who are below the income thresholds and likely to qualify for government subsidized social housing.

Table 5.3

Estimates of Core Need in Numbers: 1986
Below Income Thresholds by HH Type

	Winnipeg	Rest of Province	Total
Families	10,030	5,370	15,400
Singles	8,715	2,345	11,060
Elderly	12,380	8,680	21,060
TOTAL	31,125	16,395	47,520

Table 5.3 provides the framework for the data that follows in the rest of this chapter as well as the findings from the special survey of the homeless that is summarized in chapter VI. What is most important about this table is the relative concentrations of need in Winnipeg, versus the rest of the province. The table shows that 59% of the elderly in core need in the province live in Winnipeg, which also has about 59% of the province's population. The figure for families is somewhat higher, at 65%, largely reflecting the large native population that has migrated to Winnipeg over the last number of years. However, of most significance is the finding for the singles population. Of the total number of single households in core need and below the income thresholds defined by CMHC, 79% live in Winnipeg (8,715 out of 11,060 households).

Other statistics tend to support the CMHC data. For example, in 1987, it was estimated by city and provincial officials that there were 33,000 people on social assistance. 63% or 21,000 came from Winnipeg and of the total, 26,000 or 79% were single. Of this number across the province who were single and on assistance, 65% live in Winnipeg. The point of these statistics is to reiterate that while singles households make up a relatively small portion of the population (16% of Manitoba households and 19% of Winnipeg households in 1986), they represent 23% of the provinces households in core need and 28% of the City of Winnipeg's households in core need.

Chapter V has described the demographic trends that have helped to cause the current situation that exists today in Manitoba, as well as some of the impact on the loss of stock. Sections B through H of this chapter following describe what is known about many of the subgroups that make up the homeless: women, natives, mental health problems, hard to house, people with alcohol and drug dependencies, youth, and immigrants. When this information is combined with the findings of the special survey of the homeless, an overall picture of the Manitoba and Winnipeg situation can be drawn. Chapter VII summarizes the key issues and gaps as developed through agency interviews and current data on occupancy rates that were collected throughout the Province at the end of October. Chapter VIII provides highlights of the recommendations and conclusions that have come out of the Study, based on the findings of the research.

B Women

When discussing women as a special group, the categories that are most noticed when regard to homelessness are battered women, pregnant teenagers, prostitutes and single mothers. Chapter IV on demographic trends on page 32 pointed out that of all households, single parent households, most of whom are led by women, are the fastest growing household type, increasing from 20,945 in 1976 to 31,900 in 1986, for a 52.3% increase (compared to a 16.5% increase for all households in the province). Also, chapter III in the literature review described the dramatic increased in wife abuse and the special problems of prostitutes (pages 26-27). In this regard, it can be noted that the number of battered women seeking shelter was up by 12.3% from 1985 to 1986, with a much higher rate of increase in Winnipeg (22.4%). Table 5.4 below highlights the number of battered women seeking shelter in Winnipeg and Manitoba in 1985 and 1986.

Table 5.4

Number of Women and Children Seeking Shelter: 1985-86

Towns and Municipalities	Women		Children		Total	
	1985	1986	1985	1986	1985	1986
Safe Homes	117	157	210	241	327	398
Shelters	319	337	610	573	929	910
Total	436	494	820	814	1,256	1,308
Winnipeg Shelters	439	537	583	714	1,022	1,251
TOTAL	875	1,031	1,403	1,528	2,278	2,559

The table shows that the rate of increase for women seeking shelter is even greater, at a 34% increase in requests for safe homes and a 22% increase in requests for space in Winnipeg shelters for battered women. As will be described in chapter VII , Key Issues and Gaps, the occupancy rates for women shelters in Manitoba is virtually 100% at the present time.

Those agencies in Winnipeg providing support and shelter for battered women are the Children's Home of Winnipeg; the Missionaries of Charity, which began an emergency shelter for women and children in 1985 for up to 20 persons; the Native Women's Transition Centre, which provides a long-term residence for 22 women and children; the North End Women's Centre, which is a drop-in a referral centre; Osborne House, which is a 30-bed crisis shelter for battered women; Point North Project, which provides emergency shelter for 5 young

street girls; P.O.W.E.R. (Prostitutes and Other Women for Equal Rights), which is also a drop-in and resource centre; Pregnancy Distress Services, Inc. which operates 20 homes in Winnipeg and rural Manitoba; the Salvation Army - Baldwin House, which has 42 beds for female adults in crisis situations; the Salvation Army Family Services Centre which provides emergency assistance for single parents and families and housing for up to three nites; the Salvation Army Lindenview Residence, which provides accommodation, and counselling services for unwed expectant mothers; and Villa Rosa, Inc. which provides residential care and day programs for pregnant women.

Table 5.4 suggests that the total number of battered women seeking shelter in Manitoba who might become homeless as a result is appproximately 2,500 per year, 60% or 1,500 of which are found in the City of Winnipeg. This number, however, apppears to be growing dramatically each year, as a direct result of the high incidence of domestic violence experienced in Manitoba, relative to the rest of Canada.

The situation with pregnant teenagers appears more stable. In 1986 there were 1200 births in Manitoba to women under the age of 18. While statistics on this group have been relatively constant over the years, it is important to know that the number of very young pregnant teenagers is on the increase. In 1986, Villa Rosa admitted 114 pregnant women seeking shelter, compared to 111 in 1985. The average 1986 occupancy rate was 78%. The Salvation Army Lindenview Residence, which has room for five mothers plus their babies as well as 15 spaces for pregnant women or girls from broken homes has had a similar experience to Villa Rosa. Currently, of the 15 beds for pregnant teenagers, only 5 are currently occupied. 60% of referrals to Villa Rosa were from Winnipeg and 40% were from outside the City. 40% of the admitted cases involved sexual abuse, and there was a noted increase in the incidence of women involved with alcohol and drugs. Also, it is interesting to note that of the 114 teenagers admitted, 17 chose to give up their babies for adoption while a surprisingly large number, 96 chose to keep their babies.

One of the problems is that technically, a person must be 18 years of age to be admitted to public housing. This explains why a number of agencies interviewed expressed the view that there were adequate facilities for pregnant teenagers, but once the baby was born, housing supports were quite limited.

In terms of the issue of prostitutes, some of their problems and characteristics were described on pages 27-28 in the literature review. Current estimates are that there are approximately 250 girls working the streets of Winnipeg, of which at least 80% or 200 have no permanent housing and do make up some of the homeless population.

C Natives

There are no consistent estimates of the number of native people living in Manitoba or in Winnipeg. The most recent research produced by Statistics Canada is derived from an article in a Statistics Canada publication called Canadian Social Trends - Winter 1986, by Andrew J. Siggner. The article, "The Socio-Demographic Conditions of Registered Indians" estimates the total registered Indian population in Manitoba at 52,049 in 1984, 26.9% of whom were living off reserve. This excludes the Metis and Non-status population.

The Clatworthy and Gunn study (see page 25) estimated that in 1981 the total number of native people in Winnipeg was 20,000-23,000 (7-9,000 status Indian and 13-14,000 Metis and Non-status Indian). On the other hand, Charles Beardy, chairman of the Winnipeg Council of Treaty and Status Indians, estimated in the Winnipeg Free Press (10/8/87) that there were 18,000 status and treaty Indians living in Winnipeg, while he estimated that another 12,000 non-status Indians reside in the City (for a total of 30,000 in 1987).

The best way to estimate the number of native households with housing problems is to apply ratios found in previous studies to current population estimates for 1987. If we assume that Mr. Beardy's estimates are accurate, the 30,000 native people translates into 11,100 households, with a ratio of 2.7 persons/household observed from the 1981 Census. Using the Clatworthy study which describes the demographic characteristics, and applying the ratios noted in the 1982 Winnipeg Social Planning Council, which shows the incidence of native Winnipeg households experiencing an affordability problem (payments greater than 35% of income for rent), and applying the ratio of 79% of Winnipeg native households as renters, we derive a total universe of 8,769 Winnipeg native and non-status renter households. The table following calculates the numbers estimated to be in need, by household type, using this approach.

Table 5.5

Winnipeg Native HH With Affordability Problems

Household Type	Percent of Total	Number	% With Afford. Problems	Number
Single Parents	39.9%	3,499	48.3%	1,690
2 Parent HH.	44.2%	3,876	20.1%	779
Childless Couples	10.9%	956	38.3%	366
Singles	5.0%	438	60.7%	266
TOTAL	100.0%	8,769		3,101

The above estimates are probably high because: a) 2.7 persons per household is likely too low a ratio for the native population; and b) housing units have been provided by CMHC and Manitoba Housing over the last number of years. There is also a certain amount of difficulty in making estimates of need because of overlaps. However, the Winnipeg Social Planning Council results show that of those households with affordability problems, 20% also need major repairs and 15% are living in overcrowded conditions. There is, unfortunately, no discrete analysis that can separate native housing needs into separate cells of need.

A few of the highlights of the Siggner Statistics Canada article about registered Indians are worth restating:

- Manitoba accounts for 15% of Canada's native population and this group represents 5% of the total provincial population. This ratio will rise to 6% in Manitoba by 1996.

- While fertility rates have declined dramatically among native people in the 1970's, they are still twice as high as the Canadian rate (3.15 births/women versus 1.70).

- Indians are living longer (62 years for males, 69 for females) but this is still much lower than the Canadian average (72 and 78 respectively).

- The 1981 standardized death rate for registered Indians was 9.5 deaths per 1,000, compared with 6.1 deaths per 1,000 population among the Canadian population. The major causes of death are "accidents, poisonings, and violence"; and many of these deaths are alcohol-related.

To gain a better understanding of the current housing situation experienced by native people in Winnipeg, the consultants were given access to the housing applications from two native organizations - Kinew Housing Corporation and the Aiyawin Corporation. Kinew Housing is a non-profit agency which owns over 300 homes throughout Winnipeg and plans to purchase additional homes under the urban native housing program. The Aiyawin Corporation works in a similar way and now has 109 homes, with plans to occupy an apartment block in early December, 1987. Kinew Housing provided the files of 100 people on waiting lists for housing, while Aiyawin Housing provided information from another 102 households that were on their waiting list.

Of the 202 native applicants for housing, approximately half were single parent mothers and the remainder were couples, with or without children. Most of the single mothers (80%)

are between the ages of 21 and 35. Of the women applying for housing, 26% had one child, 35% had two children, and 24% had three children. The remainder (16%) had four or more children. The data also confirmed that the majority of applicants are long-time residents of Winnipeg. Table 5.6 summarizes the length of time that the applicants from Kinew Housing have lived in Winnipeg.

Table 5.6

Length of Residence in Winnipeg

	Less than 3 Yrs.	3 to 5 Years	6+ Years
Single Women	26%	19%	55%
Single Men	33%	33%	33%
Couples	39%	16%	45%

Information on the application forms described current housing, in terms of number of bedrooms, rent and income. From the 102 Aiyawin sample, it was noted that these native households were living in somewhat overcrowded conditions, with 19% of the group living in one bedroom apartments, 52% living in two bedroom units, 18% in three bedroom units, and only 10 percent in housing that provided four or more bedrooms. 21% were living in housing where the rent was less than $300 per month, while the majority, (74%) were paying between $301 and $500 per month for rent. Table 5.7 following summarizes the rent-to-income data for the sample of 202 native households searching for housing.

Table 5.7

Rent-to-Income Ratios for Kinew and Aiyawin Applicants

Percent of Income Spent on Shelter	Single Women	Single Men	Couples
Less than 30%	7%	50%	24%
30 to 60%	86%	25%	70%
60+%	7%	25%	7%
TOTAL	100%	100%	100%

As can be seen from the table, single women have the greatest affordability problem, with 93% of current applicants currently paying more than 30% of income for rent. The overall rent-to-income ratio for all of the 202 native applicants on waiting lists for housing was calculated at 46.7% More information on native housing conditions will be described in chapter VI.

D Mental Health

People with mental health problems have been identified by many studies as one of the key groups that constitute the homeless, but there are very few statistics estimating the size of this population, or the number that have serious housing problems. J.A. Toews, in a 1982 report by Health and Welfare Canada called Chronic Mental Disorders in Canada, estimated that there are 200,000 mentally disabled Canadians in the formal mental health care system at any one time. If we assume that Manitoba has 4% of Canada's population, this translates to an estimate of 8,000 individuals with such problems in the province at this time. Other estimates by the 1980 Carter Commission on Mental Health have placed the estimates much higher, and have suggested that as much as 5% of the population are chronic users of mental health care services, and of this number, one-fifth or 1% of the population has experienced schizophrenia at some point in their lives.

Despite such high estimates, the general feeling given by agencies in Manitoba is that there are 26,000 Manitobans with some form of need for mental health services and of this group, 6-8,000 have more severe problems. Dr. Sheila Cantor from the Friends of Schizophrenics has estimated that of this number, approximately 3,500 are schizophrenics. Page 15 of this report noted that of the current Community Mental Health Program caseload, only 25% are being served in established mental health residential settings. (38 in community residences, 67 in approved homes, 225 in licensed facilities, and 99 in satellite housing).

One of the reasons cited for the apparent lack of special purpose housing is the general shortage of qualified mental health workers to work with these clients. Susan Chipperfield from the Canadian Mental Health Association noted that conventional wisdom suggests a realistic caseload for a mental health worker is 1 person for 20 clients. Currently, the current caseload is in the order of 1 worker for 90 clients, suggesting that caseworkers see clients on an average of once every three months.

Part of the problem has been caused by deinstitutionalization, which has seen Manitoba's institutionalized population drop from 2,700 in the 1950's to 727 in 1986. Like most other regions in North America, Manitoba has endorsed the concept of deinstitutionalization without trasferring adequate resources to the community. In addition, there appears to have been little thought put in to determine a way of integrating mental heath, community services, and housing programs into a co-ordinated comprehensive network. The Toews report, cited above, provided an excellent overview of the problems encountered by the mental health care system in its attempts to meet the needs of its clients:

Mental health services tend to be:

Fragmented. People find it difficult to know where and how to get assistance because there is no clear point of responsibility within the system for the co-ordination of service delivery.

Exclusionary. People with the most severe problems are frequently excluded from receiving service, by such means as program eligibility requirements, while priority is given to the needs of other groups.

Inadequate. People have been abandoned in the community without adequate support. Community aspects of service are grossly underfunded and, thus, not well developed. Existing services are severely overloaded and mental health practictioners are having difficulty managing the number of people looking to them for help.

Discontinuous. People find that there are gaps in the range of services available to them. What is available to them does not always meet their needs. For example, the absence of proper discharge facilities may result in an individual remaining unnecessarily in a hospital setting, when that is overly restrictive for them, and wasteful of scarce resources.

Segregating-Isolating. People with severe mental disabilities are separated from other people in the community.

Controlling - Lacking consumer involvement. People are often not involved in making decisions about their lives. The attitude of service providers is often paternalistic rather than one of negotiation and collaboration with the individual.

Custodial. People find that the support they receive stifles rather than enhances their individual potential. Custodial models of support predominate, outside of institutional settings as well as within their walls, even though we know they do not promote autonomy and ensure that individuals reach their maximum potential.

Stigmatizing. People are viewed negatively by others. They are not presented to the community in ways which depict their value and potential. Stigma operates generally in society, as well as specifically within professional schools which do not emphasize the care of those who have severe mental disabilities.

In terms of residential options for the psychiatrically disabled in Winnipeg, the following options exist:

- Personal care homes
- Community Residences (group homes)
- Licensed Facilities (personal care homes)
- Approved Homes (foster homes)
- Natural family placement
- Satellite housing
- Independent living

The above typology was developed in 1982 by the American Psychiatric Association and is based on programmatic considerations rather than architectural shape and size. It represents a progression from most restrictive and intensive to least restrictive and intensive.

A personal care home or nursing home, provides nursing or medical services 24 hours a day to mentally and physically impaired patients. Patients are usually 55 and over but younger patients are also treated.

Community residences or group homes encompass facilities referred to as halfway houses, hostels, group care homes, residential homes, transitional care facilities, and others. Group homes are residential facilities providing continuing care (24 hours per day) for a group of patients (usually 8-10 adolescents, 8-15 adults) living in the same building with staff who supervise a program whose primary focus is on the group process itself as a tool for psychosocial rehabilitation. Sara Riel Inc. at 210 Kenny Street in Winnipeg is an example. 20 beds are provided and there are day programs for 6-10, with follow-up upon discharge for people who have experienced mental or emotional disturbance and require semi-structured group setting to assist rehabilitation. The residence encourage the development of independent living skills. The population served is most often mildly to moderately disabled. In some instances, with appropriate staffing and support services, a group home can provide a program for the seriously disabled.

Personal Care Home (Licensed Facility) This type of residence includes facilities such as board and care homes, boarding home, congregate care facility, and community care homes. Such homes are run by a proprietor unrelated to the residents. They serve four or more adults who are mildly to moderately disabled. Psychiatric treatment and social rehabilitation activities aimed at maintenance or improvement in functioning are not formally a part of the program but may be arranged for with off-site providers. All personal care homes must provide certain specified services, such as assistance with personal hygiene, tasks of daily living, financial management, and medication prescribed for self-administration. By late 1986, their were licensed facilities to serve 234-300 Winnipeg residents.

Foster Home (Approved Home). This category includes such facilities as family care home, crisis home, domiciliary care home, and respite home. A foster home is a full-time residential care program provided by a family unit, living in its own house, for a small group (usually one to four children, adolescents, or adults) of clients unrelated to the family. The program focus is on treatment based on the family model with emphasis on the residents being integrated as much as possible into the core family group.

Support to the residents is provided principally by the foster parents, but support services are also provided by community-based agency mental health staff and professionals through home visits, consultation, planning, etc. Formal linkages to community mental health centres, hospitals, and private providers offering residents access to appropriate and necessary care in the community are required. As of the fall of 1986, there was an estimated 67-75 residents in Winnipeg foster homes.

Natural Family placement. Many mental patients remain with or leave the hospital to live with immediate family or relatives. Although these arrangements may be facilitated by mental health agencies, they involve no formal contract for service. In some Scandinavian countries, however, natural families do receive subsidies to facilitate such placements.

Satellite Housing. This refers to semi-independent living arrangements in which one to four patients occupy apartments or houses scattered in the community. The facility are either leased or co-leased by an agency that helps establish the individual in the placement. In late 1986 the Department of Health approved funding to the Canadian Mental Health Association to establish a new program called the Supportive Housing Program, which provides housing and support to people who experience mental health problems. Persons once accepted to the program will be introduced to one another, and self-select tenant groups of 3 to 5 persons. Each group lives together in a home in Winnipeg with a range of staff and volunteer support to each person. A 24 hour emergency line is also available to tenants of the program. The program was positively evaluated in 1986 by the Winnipeg Social Planning Council, and was described by Dr. Paul Carling of the U.S. National Institute of Mental Health, an international authority, as a "gem", claiming that the philosophy and values of the program made it one of the best in North America. The main issue seems to be that many more homes like it are needed than at present (currently 4 homes) and the program should be dramatically expanded.

The Independent Group Living Program, another example of satellite housing in Winnipeg, provided housing for 84 people as of the fall of 1986.

The following nine agencies in Winnipeg were identified in the Help For Homeless Directory as providing housing services for persons with mental health problems:

1. Canadian Mental Health Association
   Suppportive Housing Program (see writeup above).

2. El 'Dad Ranch, Steinbach, Manitoba
   A community based correction program with rural residence providing room, board and counselling for marginally reterded men on probation.

3. Hydra House, 125 Spence Street
   Twenty-four hour residential treatment centre for multiple mentally disabled children 8-18 years of age. Eight bed facility.

4. Manitoba Adolescent Treatment Centre
   120 Tecumseh Street
   A community based centre providing treatment to adolescents (12 to 21) who are psychiatrically disturbed. Comprehensive programming is available on a residential (25 beds) and/or day treatment basis with planned respite care as required.

5. Marymound, Inc.
   442 Scotia Street
   Residence for emotionally disturbed girls 10-18 years. Four houses complement main facility and provide extended community contacts. Facilities in Winnipeg, Thompson, The Pas, and Flin Flon.

6. Opportunities for Independence, Inc.
   285 Bannerman Avenue
   Life skills for mentally handicapped people in conflict with the law, or at risk of being in conflict (18 years of age or older); program is aimed at filling the needs of the individuals and giving them the opportunity for independent living. The organization has a 3-bed group home and supervision program for individuals in apartment settings.

7. Salvation Army Lindenview Residence
   250 Booth Drive
   Accommodation, counselling services, etc. for former psychiatric day care patients at the Grace General Hospital and the Adult Psychiatric Day Treatment Program at the Health Sciences Centre from a structured environment to independent living.

8. Sara Riel, Inc.
   210 Kenny Street
   Residential (20 beds) and day programs (6-10) with follow up on discharge for people who have experienced mental or emotional disturbances.

9. Special People in Kildonan East
(S.P.I.K.E. Inc.)
1940 Henderson Highway
Provides assistance to families with mentally or physically disabled children or adults under 50 years of age, and residing in the North East quadrant of Winnipeg. Operates home with beds for permanent residents and for those needing short-term housing.

As can be seen from the above list, there are some facilities in Winnipeg that provide specialized housing with supports for people with mental health problems, but the number of such facilities is very small in relation to the estimated need. One of the key issues that has affected why the production of housing for people with special needs has been so low relates to the City of Winnipeg's zoning bylaws.

Presently, any residence which has associated services for those in residence as boarders must be considered a semi-institutional or institutional home, and require special approval before being established. The present by-law allows the City to regulate the residential location of specific groups of people - elderly, mentally or physically disabled, and previously incarcerated persons - because there are care services provided and they are considered as boarders rather than as members of a common household.

The process for obtaining a conditional use requires approval from community committees. This results in the necessity of the consumers/providers publicizing their intent to live in an area and to seek approval from the community. This procedure creates an atmosphere in which the community is encouraged to consider these residents as atypical - the result being that many housing proposals are rejected. The "Not In By Backyard" syndrome has been a powerful deterrent in the provision of supportive housing proposals in Winnipeg. The current Winnipeg zoning bylaw states that a zoning variance must be obtained for any institutional use where "a building is used for boarding, plus treatment care or supervision of a total of 4 or more persons from any one or more of the following groups, namely, aged persons, convalescents, or persons suffering from physical or mental disabilities, or discharged from any one or more of penal or other institutions".

The above type of bylaw has been challenged a number of times in the courts in both the U.S. and Canada and has concluded tha municipal bylaws or zoning can be used to regulate buildings and land use, but not people. In 1979, the celebrated Bell vs. Queen case was the first time such bylaws were tested in the courts. In that situation, a Mr. Douglas Bell appealed his conviction that he was occupying a dwelling in North York contrary to a zoning bylaw of that municipality because he was living and sharing the operating

costs with two other people not related to him. The case went all the way to the Supreme Court of Canada, which determined that there were many inequitable applications of the definition of "family" as the only permitted use of a self-contained single dwelling unit. The bylaw's basis was "oppressive and unreasonable" in their view and was held to be beyond the powers of a municipality under the provisions of the Planning Act.

In a September, 1987 British Columbia Supreme Court ruling, Justice Mary Southin threw out a North Vancouver bylaw that said only relatives could live in suites in single-family dwellings. Lawyer and North Vancouver resident Peter Faminow successfully challenged what he called the "Draconian" bylaw. The former alderman said the bylaw was discriminatory and went against a 1979 Supreme Court of Canada (the Bell case) ruling that land cannot be zoned according to classification of people. "It's the principle of the thing I was trying to wrestle with," he said, stressing council can zone property but cannot specify what type of person lives there.

The point of this discussion relative to the homeless is that there are recognized and workable housing solutions for persons with mental health problems, but significant production of such facilities have been hampered by a somewhat archaic set of local municipal bylaws that tend to force people to fight each other rather than address the issue of the public need for specialized housing facilities in the City. The Ontario Task Force on Roomers, Boarders and Lodgers, in its final report released this year, recommended that:

> The Minister of Municipal Affairs should declare all present by-laws which refer to limits on the number of unrelated persons living together to be null and void, pursuant to the 1979 decision of the Supreme Court of Canada.

It is clear that the Province of Manitoba will need to take a stand on these issues. As long as groups continue to run into the kind of local resistance to group homes and housing for special needs groups, based largely on a process that requires a conditional use process every time a project is proposed, the results will be a divided community, not to mention very little of this type of housing being built for a group with significant needs. All this achieves is to accent the perceived differences between the community and the new residents.

It is recommended that the Minister of Housing, in concert with the Minister of Urban Affairs, should initiate a review committee with the City of Winnipeg, to review the current zoning and review process for selecting sites that might otherwise be defined as quasi-institutional in use.

E Hard-to-House

This section describes the experience of what has come to be called the "hard-to-house", i.e. clients who cannot be housed through traditional housing options because of serious mental health, alcohol, or drug-related problems. We have been able to describe the housing experiences of this group through three data sources: a review of 280 Salvation Army intake forms; interviews with 73 Corrections clients who were locked up in the Remand Centre, many of whom were awaiting trials or were incarcerated for various criminal charges; and group interviews with 45 clients who were interviewed at the Main Street Project drop-in centre.

E.1 Salvation Army Men's Hostel

The Salvation Army Men's Hostel at 175 Logan Avenue provides emergency housing for 210 men. Services include affordable housing, three meals a day, counselling, recreation, drop-in, and a special care unit for detox. The following information was derived from a review of 280 intake forms that were collected by the Salvation Army staff last summer. Below is summarized some of the most important information from the analysis:

General Characteristics. Most of the men were quite young, with 44% less than 30 years of age. Three-quarters were caucasian, and one-quarter were of native origin. 80% of the men were single. Two-thirds of the men had virtually no source of income, while 18% were on welfare. This group was highly transient, with only 30% from Winnipeg but 56% from other Canadian provinces. However, of the applicants who were from Winnipeg, half had lived in Winnipeg for more than 10 years.

Housing situation. In terms of the issue of homelessness, a very high 50% had no fixed address, 10% were living in temporary housing, and close to 40% were renting. However, of the 50%, three-quarters considered themselves transients, 10% were sleeping outdoors, and 15% were moving from one facility to another.

Reasons for Admission. Table 5.7 and table 5.8 on the following page summarizes the key reasons for admission, as well as an assessment of key services needed. As shown in table 5.7, the largest group, 80%, came to the Salvation Army hostel in search of temporary accommodation. The second most cited reason (30%) was given was a need for low cost accommodation. Lack of income (22%), looking for employment (23%), and chemical dependency (21%) also scored high.

Table 5.8A

Reasons for Admission to Salvation Army Hostel

	Number	Percent
Need for low cost housing	85	30%
Need for temporary housing	224	80%
Awaiting permanent housing	36	13%
Transient (travel stopover)	23	8%
No income	61	22%
Looking for employment	65	23%
Lack of social support	31	11%
Chemically dependent	59	21%
Psychiatric condition	2	1%
Evicted due to disruptive behaviour	9	3%
Family/marital problems	2	1%
Other	1	0%

Table 5.8B

Salvation Army Clients Requested Services

	Number	Percent
Chemical dependency services	85	30%
Counselling services	76	27%
Health services	7	3%
Mental health services	14	5%
Employment services	156	56%
Legal services	2	1%
Life skills training	63	23%
Literacy training	12	4%
Accommodation only	14	5%
Educational services	35	13%
Recreational services	6	2%

The above table shows that the largest service asked for by these men was employment services (56%), although a very large group requested counselling, drug therapy, and life skills training (27%, 30%, and 23% respectively).

Surprisingly, the majority of men who had stayed at the Men's Hostel had no previous hospitalization for a psychiatric condition (74%) while 20% gave no response to this question. Only 2 of the 280 were currently involved with mental health services. This data at first appears surprising, but in view of the transient nature of the men at the hostel, it is clear that this is a very different population than those described in section V D "Mental Health". Also, since this data is simply a summary of intake information forms, it is possible that not all information about clients has been fully documented. Almost half actually left the facility without notice or contact with the staff (47%), while 36% left because they did secure alternative housing. Another interesting finding, however, was that a very large percentage (56%) still had no fixed address when they left the facility. This would tend to indicate that these "hard-to-house" single men were not that happy with the type of housing they did secure at the Salvation Army. Research from other studies has shown that hostels are not necessarily a desirable form of housing, but that permanent housing is more desirable, if it can be found at a reasonable cost. In fact, the data showed that the largest group (32%) stayed at the hostel for only 2 to 10 days, while 23% of the men stayed for only 11 to 20 days. 15% of the men stayed at the hostel for only one nite.

E.2 Main Street Project

Both the April Bairstow Report (see pages 16-19) and the current report (pages 26-27) describe some of the characteristics of Winnipeg's skid row population, as observed from various reports prepared for Main Street Project. The Bairstow study noted that the number of admissions for shelter rose by 7% in 1985-86 over the previous year, and rose by 10% between 1985-86 and 1986-87.

Main Street Project offers overnight shelter every day of the year, for citizens who have no alternative. This shelter arrangement is only meant to satisfy a temporary need, as intake staff encourage repeaters to seek more appropriate arrangements. On any given nite, about forty individuals can be expected to be sheltered, all of no fixed address. In 1985 there were 167 individuals in Winnipeg who used the shelter 10 or more times. In 1986, the number of chronic users who used the shelter was estimated at 245.

This "unhouseable" group was generally male, between the ages of 20 and 50, and exhibited serious alcohol or drug abuse problems. Brundrige's analysis (see page 26) also discovered that over a two year period, 1984 to 1986, 56 individuals who were Main Street clients had died, the majority from violence or alcohol/drug poisoning. In 1986, Main Street Project saw 7,508 different individuals, of which 4,195 were of no fixed address.

To gain a more current picture of the housing experiences of Main Street Project clients, 45 individuals were interviewed in person in late September and early October, 1987, at the Main Street Project offices on Martha Street. The questionnaire can be found in the Appendix. Some of the key findings of that survey are highlighted below:

General characteristics. The average age of respondents was 40, with respondents ranging in age from 20 to 73. Of the total, 56% were single and 31% were separated or divorced. Only 3 of the 45 respondents were married. Approximately three-quarters of the people interviewed were male. Most of the group were unemployed (73%) and only 7% were working full-time. The remainder were either seasonal or part-time workers. Almost half of the respondents admitted to having a physical or mental problem, the most common problem being alcohol, followed by arthritis.

Housing situation. Just over half of the group presently live alone, while the remainder are sharing with two or three others. Two respondents, however, were sharing with seven other people. The most common problems mentioned in terms of housing problems were: native discrimination, security of the housing, lack of privacy, noise from other rooms, lack of heat, and cracks or holes in the walls. 38% of those interviewed had experienced homelessness on a recurring basis. 16 respondents provided accurate rent and income data and of this group, the average rent-to-income ratio was 50%.

Suggestions to the Government. The following ideas were suggested by some of those interviewed:

a) Provide a housing registry for renters to help them look for better housing

b) Supply affordable housing for singles

c) Develop more apartments in the Main Street area

d) Encourage landlords to accept welfare recipients and those with disabilities

e) Provide a bigger hostel with better services for natives

f) Supply damage deposits

g) Increase funding for housing programs

E.3 Manitoba Corrections - Remande Centre

During interviews last March, as part of the April Bairstow Report, Dr. John Bock, Assistant Deputy Minister for Manitoba stated that that he felt there were between 150-200 ex-convicts in Winnipeg who were experienced difficulties in finding appropriate and affordable housing in the marketplace. As a result, Dr. Bock made arrangements for the consultants to carry out one-on-one interviews with cellmates currently incarcerated at the Remand Centre in Winnipeg. Over the course of several weeks, it was possible to interview 73 at random of the 164 inmates. Some had been under detention for up to a year, while others were awaiting trial. Since this was the largest group interviewed from any one agency, the findings of these interviews are worth summarizing.

General Characteristics. Over half of the group interviewed were 25 years or younger, with the youngest at 18 and the oldest at 43 years of age. Just under half (47%) were single and never married, while one-third were married or living common-law. Four-fifths of the group were male. Over 1/3rd were unemployed when they were arrested, while over 1/3 rd had been employed full-time. A small number (8) reported any physical or mental health problems.

Housing Situation. About a third of the group stated that they took some time to find housing. Of this group, 48% took less than a week, 32% took between a week and a month, and 20% took more than a month to find housing. Almost all of the group (92%) rented predominantly unfurnished dwellings that they shared with others. Of those who shared, 80% had three or less roommates, with almost half had had just one roommate.

While these people didn't have much of a problem finding housing, the quality of what they could find was inadequate. for example, 26% complained of holes in the walls, 19% were concerned about noise in adjacent rooms and lack of privacy, and other problems, such as bugs, lack of heat, and lack of running water in their rooms. Over one-third of the group reported at least one housing condition problem (see questionnaire in Appendix), while 18 respondents (25%) reported two or more housing condition problems.

Housing affordability was generally not a serious problem for this group. Of those who provided both rent and income information (55/73), the average percentage of income spent on rent was 28.4%

Housing Concerns. The following concerns were mentioned by more than one respondent: poor maintenance (6), utilities not working (4), unresponsive landlords (4), discrimination by landlords against natives and youth (4), and poor neighbourhood (4). Many of the comments revolved around the welfare system. Six respondents told of being refused housing by landlords because they were on welfare. Three complained about the "red tape" of welfare and the inadequacy of funding.

Experience with homelessness. Over one-third stated that they had experienced homelessness, although 20% said that they "always had a friend or relative to stay with". Three respondents talked of feeling unwanted, while another said that one learns to survive. Feelings of fear, loneliness, insecurity, and cold were also expressed. Table 5.9 summarizes some of the key recommendations to government.

Table 5.9

Remand Centre Clients Recommendations to Gov't

	Suggestion	Number
1.	Provide more public housing	14
2.	Develop central housing/ rent agency	8
3.	Increase Shelter portion of welfare	6
4.	Provide more temporary shelters	5
5.	Lower rents in existing housing	4
6.	Upgrade present run down facilities	4
7.	Government to buy slums and upgrade them	3

E.4 "Difficult-to-Manage" Mental Health

The fourth hard to house client was described on pages 22-24, when referring to clients with severe behavioural and mental health problems. The Mental Health Directorate estimated that 10% of their caseload in the Winnipeg Region or 170 clients were in the "difficult-to-manage" category.

F Alcohol and Drug Dependencies

One of the leading indirect causes of homelessness has been alcohol and drugs. The following section highlights what is known about the nature and incidence of these problems in Manitoba. The bulk of this information has been collected from a 1986 report called Fast Facts: A summary of recent research and answers to frequently asked questions about alcohol and drug problems, prepared by the Alcoholism Foundation of Manitoba. The following are key pieces of information relevant to this report:

> The method used for estimating the number of alcoholics in Canada and Manitoba is based on current liver cirrhosis fatalities. In Manitoba, an estimated 25,000 persons were dependent on alcohol in 1983, including 15,500 men (60%) and 10,500 women (40%). An estimated 1 out of every 21 Manitobans (4.7%) over the age of 15 years can be considered alcoholic. These rates are double the rates of two decades ago.
>
> In a 1985 survey of 501 Winnipeg youth aged 12 to 17, 89% of the 15-17 year olds have used alcohol at least two to three times in their lives with 22% of these drinking at least weekly and 8% using daily. Of the same age group, 37% of the 15-17 year olds have tried marijuana at least once with 42% of these using at least weekly and 10% using on a daily basis.
>
> In Manitoba in 1984, there were 5,211 Criminal Code convictions for alcohol related driving offences. 95% of these apprehensions were male. Indirect costs of alcohol use (e.g. chronic medical conditions, accidental death and injury, child abuse, marital problems, social aggression, violent crime and suicide), are less easily measured, but are far greater than direct costs.
>
> Excluding traffic offences in Manitoba in 1984, there were 2,103 drug-related criminal code offences. Expressed as a rate per 100,000 population, there were 190 charges in Manitoba as opposed to 219 nationally.
>
> A 1978 study examined 657 suicide, violent, accidental and other unnatural deaths among Indian and Metis people that had been investigated under the Manitoba Fatalities Enquiry Act from 1974 to 1978. During this period, the study revealed tha 461 (70%) of these unnatural deaths involved the use of alcohol.

According to a 1980 survey by the Department of Indian Affairs and Northern Development: 50-60% of Indian illnesses and health problems are alcohol-related; life expectancy is 10 years less than the national average; the percentage of violent deaths is 3-4 times the national level; suicides in the 15-24 age groups are more than 5 times the national rate.

Though the registered Indian population represents less than 5% of Manitoba's population, it represents 27% of the Alcoholism Foundation of Manitoba's admissions and 47% of those treated by funded agencies.

The number of individuals admitted for treatment of chemical dependence has increased by 28% since the 1979-80 fiscal year. In 1984-85, 5,681 individuals received services. Of this group, 30% were women and 70% were men. Also, the treatment population has become progressively younger, so that in 1984-85, 60% of the treatment population was under 35 years of age.

In 1984-85, 58% of all individuals admitted lived in the City of Winnipeg, and 36% in other areas of Manitoba. On a per capita basis, more individuals from Northern Manitoba were admitted to treatment than from any other area of the province. The proportion of clients of Native ancestry (status and non-status Indian and Metis) has remained constant at about 40% over the last five years. In 1984-85, 52% of the individuals admitted for treatment were unemployed.

One of the findings of an eight-year follow-up study by the Harvard Medical Centre is illustrative. The study tracked 100 alcoholics who had been admitted to an in-patient program for treatment. At least half of them had experienced chronic homelessness. While 29% had been abstinent, and 24% were either institutionalized or reduced their drinking problem, there was no improvement for 47%. The lessons from this for organizations like Main Street Project is that in a large percentage of cases, alcoholism will not be beat.

Following are listed those agencies in the Winnipeg area that provide shelter for alcoholics and persons with drug dependencies:

1. Alcoholic Recovery Communities Foundation, Inc.
93 Cathedral Avenue
Offers a program designed to meet the community re-entry needs of recovering chemical abusers. A.R.C.F. operates two seven bed half-way residences, one for men and one for women.

2. Kia Zan Inc.
60 Balmoral Street
Agency provides alcohol and drug dependency service. There are 13 beds in the 24 hour inpatient program. Residents are provided with a supportive, chemical-free environment and intensive group and individual counselling which is intended to enable them to deal with their problems at work or at school.

3. LeMay House
St. Norbert, Manitoba
Residential treatment program for youth with a history of chemical abuse, and with emotional and/or behavioural problems.

4. Main Street Project, Inc.
75 Martha Street
The Main Street Project exists to work with those individuals in the inner city of Winnipeg who are in need and unable to function due to alcoholism or other chemical dependence, or who are intoxicated, injured, abused, lost or homeless. The facility provides overnite shelter, as well as a holding area for persons apprehended under the Intoxicated Persons Detention Act. Also provides short-term 25 bed co-ed hostel at 105 Galt Avenue.

5. Native Alcoholism Council of Manitoba
160 Salter Street
Provides 28 bed in-house non-medical treatment care along with counselling assistance to native people affected by alcohol abuse.

6. St. Norbert Foundation, Inc.
St. Norbert, Manitoba
Residential facility for abusers of chemicals, persons affected by chemical abuse and those unemployed due to chemical abuse.

7. Salvation Army Harbour Light Corps
324 Logan Avenue
Residential treatment program for chemically-dependent adult males. Twelve bed sub-acute (non-medical) pre-program facility and twenty bed Continuing Recovery Program consisting of lectures, films, tapes, group and individual therapy. Program is of 28 days duration, but clients may stay longer if necessary.

8. Salvation Army Men's Social Service Centre
175 Logan Avenue
Services include a hostel for 210 men, including affordable housing, three meals a day, counselling, recreation, drop-in, and a special care unit for detox.

9. Union Gospel Mission
320 Princess Street
Resident alcoholic rehabilitation centre for men (16 rooms); soup for transients (25-110); clothing for men, women and children.

As can be seen from the above list, there is a large number of facilities for individuals recovering from alcohol or drug dependencies to find refuge in Winnipeg. The A.F.M. suggests that there are 15,500 alcoholics in Manitoba, of which 60% or 9,300 are men and 6,200 are women. Since 58% come from Winnipeg, we can estimate the number of male alcoholics in Winnipeg at approximately 5,400.

While there appears to be adequate facilities for short-term stays, there are few long-term housing options for this group. Clearly, a project such as the permanent housing facility proposed by Main Street Project would provide a badly needed housing resource for this group.

G Youth

As was discussed in chapter III on demographic trends, the growth in the youth population has not been significant, in comparison to the growth of other groups, such as the baby boomers or the elderly. Even in Manitoba, where the total population of the province grew by 141,329 people from 1961 to 1986, for a total increase of 15.3%, the population of the 19 and under age group actually declined, from 371,439 in 1961 to 317,841 in 1986, or a decline of 14.4% In 1961, no less than 40.3% of Manitoba's population was in the youth under 19 age group. By 1986, this number had dropped to 29.8% Table 5.10 shows the current youth population of Manitoba, by age group.

Table 5.10

Manitoba Youth Population: 1986

Age Group	Number	Percent of Manitoba Pop.
Under 6	90,035	8.5%
6-14	134,680	12.6%
15-17	46,060	4.3%
18-19	47,066	4.4%
TOTAL	317,841	29.8%

If we assume that 58% of Manitoba's population is in Winnipeg, and we assume that the 15-19 age group would be the group from which runaway youth might come, then the "universe" in Winnipeg would be approximately 54,000 youth.

On the other hand, while the number of youth have dropped, Statistics Canada has reported an increase in the incidence of children in low-income families, particularly in Manitoba. In the winter issue of Canadian Social Trends, produced by Statistics Canada, author Brigitta Arnoti noted that even though the number of children in Canada declined between 1981 and 1985, there was a 15% increase in the number of low-income children (1.1 million in Canada in 1985). In Manitoba, low income children as a percent of all children rose from 21.0% in 1981 to 22.7% in 1984, mainly because of the rapid growth in single parent families led by women who traditionally have very low incomes. Ms. Arnoti noted in the above referenced article that:

> By far the greatest proportion of children in low-income families occurs in families headed by female lone parents. In 1984, over two-thirds (68%) of all children living only with their mother were in low-income families. And this percentage is growing. In 1981, 62% of children in female headed lone parent families were living in low-income families. As well, female headed lone-parent families accounted for 34% of the increase in the total number of children living in low-income families in Canada in the 1981-1984 period.

While it was not possible to collect statistics on the number of youth in Manitoba that might make up the homeless or potential homeless population, the Director of Winnipeg Receiving Resources Inc, Bob Knight, which takes in youth ages 12 to 18 in crisis through six community-based residences with a bed capacity of 50, has suggested that there are between 250-300 homeless youth in Winnipeg at any one time.

The statistics on the number of physically and sexually abused children partly explains the trend. Manitoba Child and Family Services reports the following number of cases since 1982.

1982	402
1983	578
1984	693
1985	646
1986	838

The above data suggests a 108% increase, or an average increase of 27%/year in the incidence of reported physically or sexually abused children in Manitoba since 1982.

Manitoba even has the unhappy distinction of showing the greatest increase in homicide rates in Canada between 1985 and 1986. As can be seen by the table below, Manitoba ranks third behind the Northwest Territories and the Yukon and has a homicide rate almost twice as high as the Canadian rate.

Table 5.11

Number and Rate of Homicide Offences by Province

Province/Territory	1985		1986	
	Number	Rate	Number	Rate
Newfoundland	5	0.86	4	0.69
Prince Edward Island	1	0.78	0	0.00
Nova Scotia	26	2.96	15	1.70
New Brunswick	14	1.95	12	1.66
Quebec	219	3.33	156	2.35
Ontario	193	2.13	139	1.51
Manitoba	26	2.43	47	4.36
Alberta	63	2.67	64	2.68
British Columbia	113	3.92	89	3.06
Northwest Territories	10	19.16	14	27.50
Yukon	6	25.86	3	13.10
CANADA	704	2.78	569	2.22

Rates are calculated on the basis of 100,000 population and include offences of murder, manslaughter, and infanticide.

Sister Lesley Sacouman of Rossbrook House, which is a drop-in centre for runaway youth set up eleven years ago, noted a dramatic increase in the number of youth staying at the centre, even though the facility was not equipped to provide shelter. Sister Sacouman indicated that on a typical weekend there were 50-60 youth sleeping on the floor because they had nowhere to go. She felt, and this was supported by several other agencies, that Winnipeg needs a crisis house for children.

A review of the Help Directory noted 11 agencies in Winnipeg that provide shelter to youth. Three, MacDonald Youth Services, Rossbrook House, and Winnipeg Receiving Resources

Inc. do serve children in crisis, although facilities are quite limited. Five agencies cater particularly to mentally disabled or disturbed children. The five agencies are:

1. Children's Home of Winnipeg
   400-777 Portage Avenue
   A human service agency providing a broad range of services for children, young adults and families, including residential treatment for severely disturbed children and teens.

2. Hydra House
   125 Spence Street
   Twenty-four hour residential treatment centre for multiple mentally disabled children 8-18 years of age. Eight bed facility.

3. Manitoba Adolescent Treatment Centre
   120 Tecumseh Street
   MATC is a community based centre providing treatment to adolescents (12 to 21) who are psychiatrically disturbed. Comprehensive programming is available on a residential (25 beds) and/or day treatment basis with planned respite care as required.

4. Marymound, Inc.
   442 Scotia Street
   Residence for emotionally disturbed girls 10-18 years through four houses that complement the main facility

5. Special People in Kildonan East
   (S.P.I.K.E. Inc.)
   1940 Henderson Highway
   Provides assistance to families with mentally or physically disabled children or adults under 50 years of age, and residing in the North East quandrant of Winnipeg. Operates home with beds for permanent residents and for those needing short-term accommodation (1-21 days).

Three agencies are designed to provide shelter to youth with drug dependencies, while one is specifically organized for native youth. These three agencies are as follows:

1. LeMay House
   St. Norbert, Manitoba
   Residential treatment program for youth with a history of chemical abuse, and with emotional and/or behavioural problems.

2. St. Norbert Foundation, Inc.
   3514 Pembina Highway
   St. Norbert, Manitoba
   Residential facility for abusers of chemicals or those affected by chemical abuse.

3. Project Neechewan, Inc.
320 Stradbrook Avenue
Community-based treatment programs to meet specific needs of native children requiring assistance and direction away from their homes. Group homes are located at 97 Nassau Street - 8 beds, (boys 13-17 years) and 320 Stradbrook Avenue - 8 beds (girls 13-17 years). Also, there is a group home on the Fairford Indian Reserve for Indian/Metis boys 10-17 years.

As can be seen from the above list of facilities for youth, there appears to be an adequate number of special purpose facilities for youth with special problems, but there are few residential options for runaway youth who do not have specific behavioural or psychological problems that would fit them into a medical or clinical category.

H Immigrants

Interviews with officials in Manitoba have suggested that immigrants to Manitoba have not experienced serious problems of homelessness, largely because the Federal government or sponsors covers the immigrant's costs for a period of time (federal government - one year; private sponsor - 5 to 10 years). In 1986, 26.4% of immigrants received government assistance, the balance assisted through private sponsors. At the same time, the numbers of immigrants admitted to Manitoba has not been high, and the educational and employment skills of those who are admitted has been increasing, as immigration quotas have been reduced.

The planned level of immigrant intake to Canada for 1986 was 105,000 to 115,000 but in fact, due to more restrictive policies introduced, only 84,253 were admitted. Manitoba's proportion of 3,658 (3.8% of the Canadian total) was 8% less than the 1983 intake of 3,978. This level is below Manitoba's past average of 4% - 5% per capita intake. Three-quarters of all immigrants to Manitoba indicated Winnipeg as their community of destination in each of the last four years. In 1986 3,315 immigrants settled in Winnipeg, which was 91% of the total. Other places of destination in 1986 were Brandon (5.4%), Thompson (0.7%), Steinbach and Portage la Prairie at 0.4% each.

The Immigration and Settlement Branch of Manitoba Employment Services and Economic Security has no regularized monitoring system of tracking the housing experiences of immigrants coming to Manitoba, but some officials felt concern that some groups might experience problems once their federal benefits expired, after the first year of residence. As a result, it would be useful for the above department to initiate a research project, jointly with Manitoba Housing, to determine whether any of the new arrivals to Manitoba are experiencing housing problems.

VI SPECIAL SURVEY OF THE HOMELESS

Most studies of the homeless concentrate on the use of statistics and analysis of secondary sources from agencies to estimate the total number of homeless and their needs. Few researchers have tried to interview the homeless themselves, probably because of the difficulty of finding them or having them co-operate in such a survey. For this reason, the Minister of Housing who commissioned this study, Maureen Hemphill, asked the consultants to make every effort to talk directly to those concerned and find out their real life experiences with homelessness in Manitoba.

The approach to the study was to solicit the help and co-operation of as many agencies as possible to either allow the consultants to interview their clients, or help the agencies carry out the interviews. Appeals for help were made to both the Core Group of the Committee on Homelessness, at a meeting on August 21, 1987, and to the larger group of the Coalition on Homelessness, on September 23, 1987. In addition, appeals were made to the Institute for Urban Studies, University of Winnipeg, through Catherine Charette, and the Department of Family Studies, Faculty of Human Ecology, University of Manitoba, through Professor Dana Mallin, for students who would be willing, without pay, to help interview homeless people. During the month of October, ten students came forward (five from the University of Winnipeg, four from the University of Manitoba, and one from Red River Community College) to volunteer their time both for interviews and to participate in the analysis of the survey results.

In addition, Dr. John Bock, Assistant Deputy Minister for Manitoba Corrections, agreed to permit the consultants to interview clients currently incarcerated in the Winnipeg Remand Centre, since he felt that many were having difficulty finding housing. He made special arrangements for some of the men and women locked up there to be interviewed on a one-on-one basis in the Remand Centre cafeteria, to gain a better understanding of their housing experiences, both in Winnipeg and outside the city.

In total, ten agencies participated in the survey, and 209 people were interviewed in person. The respondents, along with their general demographic characteristics are summarized in Table 6.1 following. This chapter is divided into six sections: A) General Characteristics of the Sample; B) Housing Costs; C) Housing Affordability; D) Housing Conditions: E) Special Problems of Social Assistance Recipients; and F) General Experience with Homelessness.

The actual survey instrument, a three-page questionnaire containing 17 different inquiries, is provided in the Appendices. The following Section A highlights some of the characteristics of the sample.

A General Characteristics of the Sample

Table 6.1 highlights some of the key demographic characteristics of the sample for each of the ten participating agencies. As can be seen from the data, the largest number of completed interviews came from the Remand Centre (73), followed by the Main Street Project (45). There also were good response rates from Villa Rosa (24), which houses pregnant teenagers, and Project 189 (22), which is a drop-in centre for people with mental health problems. Augustine United Church helped complete 15 questionnaires, while the Indian and Metis Friendship Centre assisted with an additional 11 returns.

As can be seen by the table, just over half of the sample were native and 80% were single. 42% of the sample were on social assistance, and about a third had experienced either physical or mental health problems. Slightly over one-third (36%) had experienced some kind of homelessness in the past, and the experiences of this group are described at the end of this chapter.

Table 6.1

General Characteristics of Survey Respondents

Agency	Completed Interviews No.	Native %	Single %	Social Assist %	Phys. Ment. Disb. %	Exper. Home Less No.
C.M.H.A.	9	0%	100%	89%	78%	1
Villa Rosa	24	66%	100%	21%	13%	2
Walnut Receiv. Home	2	50%	100%	100%	0%	2
August. United Church	15	67%	87%	60%	67%	6
Indian & Metis Friendship Ctr.	11	90%	64%	9%	0%	2
Y.M.C.A.	3	0%	100%	100%	33%	2
Main St. Proj.	45	60%	91%	58%	49%	22
Osborne House	5	60%	60%	80%	0%	1
Project 189	22	0%	82%	41%	68%	3
Remand Centre	73	62%	63%	29%	11%	34
TOTAL	209	51%	80%	42%	34%	75

B Housing Costs

Table 6.2 summarizes rental information for the various groups who responded to the survey. Rather than analyze information by agency, the questionnaires have been tabulated by the following categories: singles, couples, native households, battered women, mental health, alcohol and drug users, those with mental health problems, families, and the elderly. The information suggests that battered women and native households pay relatively high rents, at $314/month and $301/month respectively.

Table 6.2

Average Monthly Rent by Target Group

Target Group		No. of Cases	Av. Monthly Rent
Singles		104	$278
Couples		32	$314
Native			
Singles		32	$275
Couples		17	$347
	Total	49	$301
Battered Women		6	$314
Mental Health			
Singles		22	$246
Couples		3	$381
	Total	25	$262
Families		18	$340
Alcohol & Drug		8	$318
Elderly		3	$370
	Overall Total	136	$282

It is interesting to note that the average rent paid by singles, i.e. $278/month is considerably higher than the shelter component of welfare, which is currently in the $200/month range. This suggests that singles may be experiencing an affordability problem. Couples are considerably better off, at $314. However, when rents for native couples and mental health couples are determined, rents are much higher, on average, for these groups, at $347 and $381/month respectively. Section C analyzes housing afforability in more detail.

C Housing Affordability

Of the 209 people interviewed, 121 provided both rent and income information. These two variables are necessary to calculate Gross Debt Service (GDS) ratios, i.e. the average percentage of income spent for rent or shelter costs. Generally, GDS ratios over 30% are considered a hardship. Table 6.3 below summarizes the number of returns by agency.

Table 6.3

Distribution of Rent-to-Income Ratios by Agency

Name of Agency	Under 25%	25-30%	31-40%	41-50%	50+	Total
C.M.H.A.		1	2	3	1	7
Villa Rosa					5	5
Walnut Receiving Home				1	1	1
Augustine United Church		1		2	9	12
Indian & Metis Friendship Centre	4		1	2	2	9
Y.W.C.A.				1	2	3
Main Street Project		2	4	2	8	16
Osborne House				2	1	3
Project 189		2		4	4	10
Remand Centre	20	13	7	11	4	55
TOTAL	24	19	14	28	36	121
PERCENT OF TOTAL	20%	16%	12%	23%	30%	100%

The table above shows that while slighly over one-third pay less than 30% of income for shelter, 37% spent between 31-50% of income on shelter, and over a third spent over 50% of their income for shelter. As can be seen from the table, agencies dealing with pregnant teenagers and single parent mothers and battered women had clients with serious affordability problems. However, even skid row clients had problems. For example, of the 16 Main Street Project interviews, where both rent and income could be provided, half spent more than 50% of income on rent. Also, almost all of the mental health clients reported at the Project 189 drop-in centre experienced serious affordability problems. The average GDS ratio for all 121 returns where rent and income data were available was 44%, indicating that affordability may be a problem in Winnipeg for these type of clients.

Table 6.4 following summarizes G.D.S. ratios by target group. As can be seen from the table, while the average rent-to-income ratio for the total sample was 44%, certain groups were paying considerably higher portions of their income for shelter. The highest was 56% for battered women, follwed by 49% for native singles, 48% for mental health singles, and 47% for natives and mental health persons in general.

Table 6.4

Average G.D.S. Ratios by Target Group

Target Group		Number of Cases	Average G.D.S. Ratio in %
Single		91	46%
Couples		29	40%
Natives			
	Singles	27	49%
	Couples	15	43%
	TOTAL	42	47%
Battered Women		6	56%
Mental Health			
	Singles	20	48%
	Couples	3	45%
	TOTAL	23	47%
Families		19	45%
Alcohol & Drug Users		8	44%
Elderly		2	39%
TOTAL SAMPLE		121	44%

The above data would indicate that housing affordability is generally a problem in Winnipeg for those clients having the characteristics of the above sample and that singles seem to have the greatest difficulty. Within the singles group, those native or mental health singles have an even higher affordability problem than the general singles population as a whole. Battered women had the highest G.D.S. ratio, but the findings are somewhat inconclusive because the sample size is so small for this group (6). Section D following describes the problems of housing conditions exprienced by the sample.

D Housing Conditions

Respondents were asked whether any of the following conditions were of serious concern.

1. Lack of heat
2. Mice/rats/vermin
3. Bugs
4. Cracks or holes in walls
5. Holes in the floor
6. Not enough hot water
7. Noise from other rooms

Approximately half of the respondents (104) indicated that they had experienced at least one of the above problems with their current or recent housing. 28 of this group noted one problem, 25 had indicated 2-3 of the above problems, 27 mentioned 4-6 problems, and a surprisingly high 24 respondents mentioned that they had experienced all seven problems noted above. Table 6.5 below summarizes the incidence of housing problems by target group.

Table 6.5

Incidence of Housing Condition Problems

Target Group	# in Sample	Total with at least 1 Hsg. Cond. Problem	Percent with at least 1 Hsg. Cond. Problem
Singles	166	80	48%
Couples	39	21	54%
Natives	67	49	73%
Mentally Health	41	22	54%
Families	19	13	68%

The above table suggests that many Winnipeg households have not only an affordability problem, but a housing condition problem as well. The largest portion of the sample (166 respondents) is single, and even for this group, almost half reported problems with their current housing in terms of housing conditions. However, what is most revealing about the above table is that native households appear to be living in the worst housing in terms of housing conditions. Table 6.6 on the following page summarizes the extent of housing condition problems, but showing the number of housing condition problems reported by target group.

Table 6.6

Incidence of Housing Condition Problems

Number of Problems	0		1		2		3+		Total
Target Group	ABS	%	ABS	%	ABS	%	ABS	%	ABS
Singles	86	52%	22	13%	12	7%	46	28%	166
Couples	18	46%	4	10%	3	8%	14	36%	39
Natives	18	27%	13	19%	4	6%	32	48%	67
Mental Health	19	47%	5	12%	5	12%	12	29%	41
Families	6	32%	4	22%	3	16%	6	32%	19

As can be seen from table 6.6, native households reported the worst conditions. Of this group, only 27% reported no housing condition problems, while 48% of this group reported three or more problems. Couples also had a surprisingly high incidence of housing problems, with over a third of this group (36%) reporting three or more problems.

It was noted at the beginning of this section that 30 respondents had observed six or seven problems. When this group is analyzed by target group, it was noted that 25 were single. Of this group of 25 singles with very serious housing condition problems, half were native and one-quarter reported mental health problems.

E Length of Time to Obtain Housing

Respondents were asked whether they had a problem in finding suitable housing and if so, how long they had to wait. Of the total group of 209, 113 or slightly over half indicated that this was a problem. The amount of time to wait for housing is sumarized on the following page on table 6.7. Of this group, 57 or 50% noted that they had to wait longer than one month to find suitable housing in Winnipeg. 20 or 18% of those who had to wait took longer than six months to find appropriate housing, which suggests that despite a supposedly healthy vacancy rate, there is some evidence of a lack of affordable and appropriate housing in Winnipeg.

Table 6.7

Length of Time to Obtain Housing

Length of Time To Wait for Hsg.	Number of Respondents	Percent of Total
One week or less	35	31%
One to four weeks	21	18%
One to six months	37	33%
Six months to one year	10	9%
More than one year	10	9%
TOTAL	113	100%

Of the 20 respondents noted above who had to wait more than six months to find housing, it is interesting to note that all but one were single.

Some of the groups took longer to find housing than others. For example, of the various groups, almost all (95%) of the families experienced some kind of wait, and 70% of the couples had the same experience. Table 6.8 below analyzes the length to wait by target group.

Table 6.8

Length to Wait by Target Group

Target Group	One Month or Less		1-6 Months		6+ Months		Total No. of Cases
	ABS	%	ABS	%	ABS	%	ABS
Singles	43	26%	24	15%	17	10%	84
Couples	15	39%	11	28%	1	3%	27
Natives	22	33%	17	25%	4	6%	43
Families	9	48%	8	42%	1	5%	18
Mental Health	8	20%	7	17%	6	15%	21

The above table shows that families have had to wait the longest to find appropriate housing, with half the group waiting less than one month and half the group waiting more than one month. Clearly, Winnipeg families are having difficulties in finding affordable and appropriate housing.

F Special Problems for Social Assistance Clients

One of the concerns that was expressed by officials from the Department of Housing and the Department of Employment Services and Economic Security was the issue of housing conditions for social assistance recipients. Economic Security wanted to know whether social assistance recipients were living in worse housing than the general population, given that public dollars were being directed to pay the shelter component of welfare. From the survey, it was noted that 88 of the 209 respondents were on social assistance. Of this number, 46 or 52% reported at least one housing condition problem with their unit. Of the total with problems, (46) 26% reported one problem, 17% reported two problems, and 57% reported three or more housing condition problems. Table 6.9 below compares the housing condition problem of social assistance recipients with those who are not on welfare, as a percent of respondents by target group. The data confirm that most of the target groups had a greater incidence of housing problems for those on assistance than those who were not. For example, when examining the singles population, 53% of the social assistance recipients had a housing condition problem, compared to only 44% for those singles not on social assistance.

Table 6.9

Housing Conditions of Social Assistance Recipients

Client Group	Number of Persons on Social Ass.	Number of Persons on Social Ass. with hsg. Problem	% of People on SA with Hsg. Prob.	% of Non SA Persons with Hsg. Pr
Singles	63	35	53%	44%
Couples	22	13	59%	47%
Natives	30	21	70%	76%
Mental Health	24	14	58%	47%
Families	14	10	71%	60%

The table above confirms that generally speaking, social assistance recipients live in housing with more physical problems than non social assistance recipients. When the seven housing condition problems were examined in terms of frequency of reporting, it was noted that the top three issues were 1) noise, 2) cracks or holes in the wall, and 3) lack of heat, in that order.

G Experience with Homelessness

Respondents were asked if they had ever experienced homelessness and if so, were asked to describe their experiences in their own words. Of the total of 209 surveyed, 35% (73) noted that they had experienced homelessness. Interestingly enough, 61 or 84% of those who had been homeless were single. Half of this group were native and of this native group, almost all (85%) were single. Below are excerpts of some of the comments and suggestions made by people who had experienced homelessness in Manitoba.

> A single lady, 39 years old, stated that "Yes, I have been on the street wondering where I'm going to sleep or where I'm going to eat. Looking for a place is difficult; if on welfare you never seem to find a decent place. I feel that when a person is on welfare they seem to get dives for places to live". She asks Manitoba Housing to build more lower rental housing for the poor.
>
> A single native male aged 41 stated that he lives in constant fear of eviction. "I couldn't apply for welfare because of derogatory treatment by social workers". He asked that someone be available to constantly monitor slum landlords.
>
> A thirty year old unemployed single male stated that the only option available to him was a rooming house for which welfare pays $195 a month, and he receives an additional $168 for food, clothing and other expenses. It took him one year to find housing during which time he "spent a lot of time either sleeping outside and staying in hostels". While on the street, he has been stabbed, had his leg broken, and lost a few teeth. His current complaint about his current housing was that "there are too many rubbies, too many people kicking in doors, that people steal stuff, and there are a lot of cockroaches and other bugs". He advocated that the province provide more housing in the core area.
>
> A number of native respondents indicated cases of discrimination in housing. A 45 year old divorced woman described homelessness in Winnipeg as "very lonely, like nobody wants you, uncomfortable living with others while looking for a place, like being in other people's way, and feeling rejected". Another single native women of 27 years of age described "a feeling of total hopelessness, jealousy and spite towards the well off who sometimes forget what they have as compared to the less fortunate. She advocated the

construction of more rooming houses for single people.

A 36 year old women going to school and living on City Welfare described her difficulty after the closure of the Y.W.C.A., which had been her home. She pointed out that she eventually found a bachelor apartment that was much smaller and unfurnished, and preferred her housing at the YM-YWCA Webb Residence. She felt strongly that the Y should have been kept open with the help of a government subsidy.

One young fellow lived in a garage for two months because he could not find any housing for the $230 he could afford to pay. He felt there was a strong need for a housing registry in Winnipeg, to help him find suitable housing. Another women of 26 years of age lost her children to the Children's Aid Society and wandered the streets for eight months, crashing at various places. This women felt that landlords were quick to turn down women who has come from receiving homes. She also mentioned a great amount of difficulty for single women with children finding an apartment in Winnipeg. Another single status male with a heart problem spent the summer living in a tent along the riverbank. He indicated that many landlords simply refused to rent to welfare recipients.

In conclusion, it can be summarized that there are a significant number of cases of homelessness in Winnipeg, particularly for singles and native singles. The lack of eligibility of singles in the existing social housing programs and the general lack of low cost affordable and decent quality housing for low income households plus the difficulty of finding shelter for persons on social assistance suggests that more housing for this group needs to be provided. A number of people interviewed indicated that there should be more housing registries available to help people find appropriate housing.

The information presented in this chapter, based on actual interviews with homeless or near-homeless people, indicate that there are serious problems of housing quality and affordability, that many people have had to wait a great deal of time to find housing, and that individuals on social assistance as well as the native population are living in housing that is totally unacceptable by normal standards. The single population appears to be particularly hard hit.

VII KEY ISSUES AND GAPS

One of the key issues that affects the extent of homelessness is the question of affordability, i.e. to what extent has the price of housing in relation to income caused homelessness. At the beginning of the Study, it was suggested by officials in Housing and Economic Security that the affordability problem for those on social assistance might not be a problem in Manitoba because of the nature of welfare payment policies. While Manitoba has rent guidelines for the shelter component of welfare, affordability might not be as great a problem as may occur in other jurisdictions, because of the greater flexibility allowed case workers to pay rents above guidelines.

It was noted in Chapter VI of the Special Survey of the Homeless, that the average single person spent $278 for rent, which was significantly above the shelter portion of welfare. At the same time, since 42% of the sample was on social assistance, it was presumed that many persons on assistance had to pay rents over and above the current guidelines. To determine the actual situation, the consultants met with staff from Employment Services and Economic Security, who at the time were involved in a similar research project. Table 7.1 below summarizes the results of that department's findings for the three Winnipeg provincial welfare offices. Of the 2,427 case files in Winnipeg examined, 66.8% of recipients are living with rents that exceed current guideline.

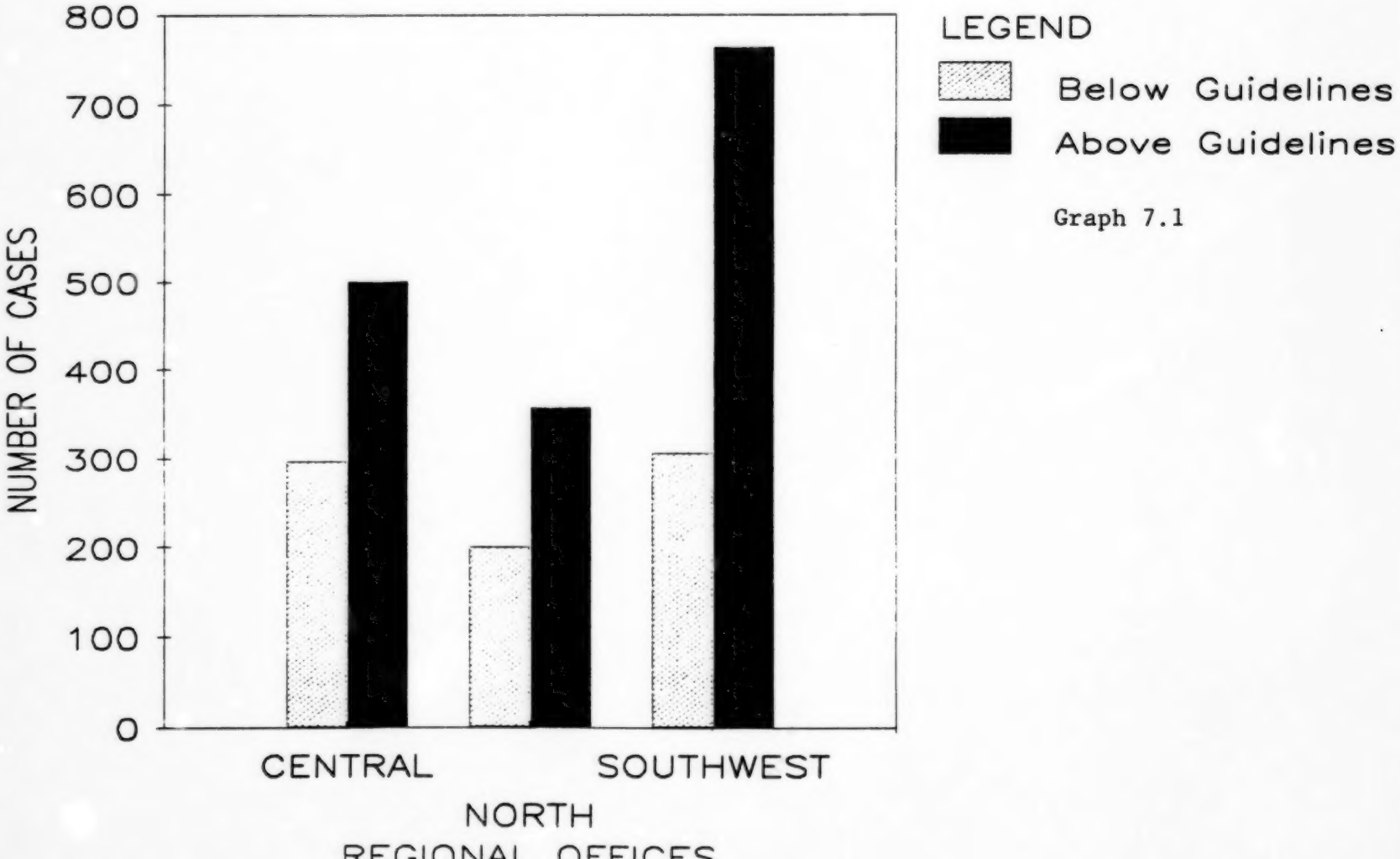
Table 7.1

Shelter Component of Welfare Cases Above and Below Provincial Guidelines - Winnipeg 1987

Office	Cases Within Guidelines		Cases Exceeding Guidelines		Total	
	Abs.	% of tot.	Abs.	% of total	Abs.	%
CENTRAL	298	37%	501	63%	799	100%
NORTH	201	33%	357	64%	558	100%
SOUTHWEST	306	29%	764	71%	1,070	100%
TOTAL	805	33%	1,622	67%	2,427	100%

The Southwest regional office of provincial welfare has the highest percentage of cases (71%) that exceed guidelines, which also reflects higher rent levels in that part of the City. Graph 7.1 following illustrates the above table.

SHELTER COMPONENT OF WELFARE
CASES ABOVE AND BELOW PROVINCIAL GUIDELINES
CITY OF WINNIPEG: 1987



Graph 7.1

Table 7.2 below highlights the extent of rent that exceeds guidelines by Winnipeg office area. As can be seen from the table, overall, two-thirds of the rent excesses are less than $20 in value, however, 19% of cases were in the $21-40 range and 15% were greater than $40 in rent excesses. In many cases, the social worker approves these rent levels for payment. However, based on the special survey described in chapter VI, our interviews learned about a number of cases where the social worker would only approve the allowed provincial guidelines. In these cases, the person on assistance would have to use some of their general welfare assistance money designed for food, clothing, etc. and use it to help pay for shelter.

We were not able to document the extent of this problem, although our interview notes did confirm that this occurred in a number of cases. If two-thirds of welfare clients have rents over the provincial guildelines (22,000) and, hypothetically, if 10% of cases were only being allowed to be paid the guideline amount, there would be 2,200 welfare individuals with a serious hardship problem. Hopefully, the continued analysis of this data by the province's Income Security Department will be able to determine how many clients have not been allowed to receive rent money that exceeds the guidelines.

Table 7.2

Amount of Rent Charged to Welfare Recipients that Excceds Provincial Guidelines: Winnipeg - 1987

Amount of Rent in Excess of Guidelines	Central	North	Southwest	Total
Under $20	68%	56%	69%	66%
$21-40	17%	24%	17%	19%
$41-60	9%	12%	9%	9%
$60+	6%	8%	5%	6%
TOTAL	100%	100%	100%	100%

As can be seen from the table the welfare office covering the northern part of the City has the highest proportion (8%) of cases where rents exceed $60 over the guidelines. Coincidently, this is the portion of the City with the highest concentration of native people. If further analysis confirms that such rent level excesses occur from native households on social assistance, then there might be some evidence of landlords taking advantage of native people, and indirectly, the welfare system.

One of the more traditional methods of measuring gaps in services is the occupancy rate indicator. The consultant team carried out a telephone survey of as many long term housing and emergency short term shelter facilities on Wednesday, October 28, 1987, to determine actual occupancy on that date. While the Canadian Council on Social Development had carried out a survey of shelters across Canada on January 22, 1987, the Manitoba response rate was quite low and not representative. For this random study, the Manitoba Help Directory, which was just nearing completion at the time, was used as the data base. The Directory covers 38 agencies in the Winnipeg area that provide long-term housing and 11 agencies in the Winnipeg area that covers emergency short-term housing. Our snapshot survey was able to provide current occupancy data for all the emergency shelters in Winnipeg, and about 2/3 rds of the permanent long-term housing options. Also, to gain a picture outside of Winnipeg, the Consultant team contacted 12 facilities in centres such as Brandon, Dauphin, Flin Flon, The Pas, and Thompson. Tables 7.3, 7.4 and 7.5 summarize the information that was collected.

Table 7.3

Emergency Housing Occupancy Rates - Winnipeg: Oct. 1987
SHORT TERM ACCOMMODATION

Agency	Capacity	Occupany	% Occupied
Canadian Hostelling Ass.	30	5	17%
Main Street Project			
Hostel	26	24	92%
Emergency shelter	40	40	100%
Osborne House	30	30	100%
Point North Project	5	1	20%
Baldwin House	42	42	100%
Salvation Army Men's Hostel			
Dormitory	237	214	90%
Special Care	8	15	100%
Walnut Receiving Home	12	16	100%
Winnipeg Receiving Resources	50	50	100%
S.P.I.K.E. (Special People in Kildonan East)	7	6	86%
TOTAL	487	443	91%

As can be seen from the table on the previous page, emergency shelters in Winnipeg, even in October, are mostly full. Some, like the Walnut Receiving Home, which is a boarding home for native people, and the special care unit in the Salvation Army Men's Hostel were filled over capacity at the time of the call. The Canadian Hostelling Association's 30 bed hostel at 210 Maryland Street, which provides temporary accommodation for travellers, was mostly empty, but this was not surprising, given the time of the year. In summary, there was an estimated capacity of just under 500 emergency beds in Winnipeg with close to 90% a occupancy rate at the end of October, 1987. Table 7.4 gives an overview of capacities in the more permanent housing facilities in Winnipeg, excluding the social housing stock.

Table 7.4

Selected Longer Term Housing Occupancy Rates
Winnipeg: October, 1987

Agency	Capacity	Occupancy	% Occupied
Aiyawin Corporation	109	109	100%
Alcohol Recovery Communities Foundation	13	13	100%
Can. Mental Health Ass.	8	8	100%
El' Dad Ranch	4	4	100%
Hydra House	8	8	100%
Project Growth	12	12	100%
Kia Zan Inc.	13	11	85%
Knowles Centre Inc.	22	22	100%
MacDonald Youth Services	24	24	100%
Marymound, Inc.			
Locked facility	32	32	100%
Group Homes	24	24	100%
United Church Half-Way Homes	24	24	100%
Salvation Army Lindenview	15	10	67%
Salvation Army New Hope L.	32	24	75%
Salvation Army Men's Social Services			
Mental Health	16	13	81%
Private Rooms	70	67	96%
Semi-private rooms	13	10	77%
Sara Riel, Inc.	20	20	100%

Agency	Capacity	Occupancy	% Occupied
S.P.I.K.E.	6	6	100%
Ten Ten Sinclair	73	58	79%
Villa Rosa			
Pregnant teenagers	29	25	86%
Post-natal house	4	4	100%
TOTAL	851	838	98%

As can be seen above, most of the long-term housing facilities, excluding social housing, are full, with an overall occupancy rate of 98% as of the end of October. The above list represents about 2/3 rds of the available units in Winnipeg, that are designed for special purpose clients.

Table 7.5

Selected Shelter Facilities Outside Winnipeg: 1987

Agency	Capacity	Occupancy	% Occupied
Brandon Y.W.C.A.	32	10	31%
Brandon Dakota Ojibway Family and Child Centre	260	260	100%
Brandon Norwood Gardens	6	6	100%
Dauphin Women's Crisis Centre	11	13	100%
Flin Flon Crisis and Information Centre	2	2	100%
The Pas Rosaire House	20	17	85%
The Pas Aurora House	20	1	5%
Thompson Polaris Place	8	8	100%
Thompson Y.W.C.A.	105	72	69%
Thompson Ma-mow-We-Tak Friendship Centre Hostel	20	16	80%
Thompson North Win Centre			
Crisis shelter	22	17	85%
Transitional suites	9	9	100%
TOTAL	515	431	84%

In terms of public housing, there are approximately 7,455 units of housing in the Winnipeg area, between the two housing authorities - Winnipeg Housing and Winnipeg Regional. Most of the family units are fully occupied, although there is a 5% vacancy in the senior citizen units. As a result, public housing is not much of a realistic option for people who are homeless or at risk of being homeless because they must compete with an already sizable waiting list. Table 7.5 summarizes the situation outside of Winnipeg. The agencies listed are not found in the Homeless Directory, as they were not included in the original survey due to lack of time.

The above table, while not covering all emergency shelter facilities outside Winnipeg, does give a sense of the occupancy situation. As can be seen, most of the facilities in Brandon, Dauphin, Flin Flon are full but facilities in The Pas and Thompson are is less criticial shape. Most of the demand for shelter is related to family violence and alcohol, as would be expected, given the large native populations living near these centres.

In conclusion, regarding occupancy data, it can be seen that most of the short-term and long-term housing facilities in the province that might cater to homeless or near homeless people are reasonably full, suggesting that if there is any increase in the demand for shelter for the homeless, the "system" will be hard-pressed to respond quickly. To reinterate, the following groups have been identified in this study as needing special consideration in regards to their need for shelter.

LOW INCOME SINGLES This has been one of the most overlooked groups in terms of priority consideration for housing. The largest percentage of homeless people "on the streets" are single, yet this group is not eligible for social housing, nor are they eligible for shelter allowance benefits. Other provinces in Canada, such as British Columbia, Alberta, and Ontario, have funded long-term housing facilities for singles, but so far, most of these projects have been on a pilot basis. Data presented in this study on the growth in single person households, the high rent-to-income ratios and the poor housing conditions that many singles, particularly those on social assistance, have to endure, suggests that the Province should explore a) the construction of apartment buildings for singles in the core area of Winnipeg, and perhaps other centres and b) the expansion of the SAFER and SAFFR to cover those singles who pay more than 35-40% of their income in rent. If such a program were tied to a provincial or municipal inspections program, to ensure that monies were only paid out for acceptable housing, the pressure on Economic Security to raise the shelter portion of welfare (a bottomless trough) could be reduced.

HARD-TO-HOUSE This study has identified a number of different kinds of hard-to-house clients, some with mental health problems and psychiatric disorders, and some suffering from chronic alcohol and chemical dependencies. It is difficult to come up with an exact number, although best estimates are in the 500 range, of which at least 200-300 could benefit from some long-term supportive and supervised housing. The research does seem to indicate that Winnipeg has sufficient short-term hostel accommodation for single men, but that this kind of facility is not that desirable and does little to foster stability in order to turn one's life around and get back on one's feet.

Manitoba Housing, along with the other provincial departments that would be involved with the hard-to-house, (Health, Community Services, Employment Services & Economic Security), should continue to work with Main Street Project to see a project or several smaller projects established in Winnipeg. Studies in Toronto and elsewhere have shown that when people are taken out of shelters and placed into permanent housing, and then given help to link to other supportive services, the demand for expensive emergency shelters can be reduced.

RUNAWAY YOUTH

Once again, numbers are hard to come by, although local agencies estimate that the number of runaway youth in Winnipeg that could use shelter is in the 250-300 range. The research on existing facilities does indicate that there are quite a few facilities available for children with special problems, such as emotionally disturbed, children with behavioural problems, etc. however, there seems to be no safe homes for children, as there are for mothers who have been abused or battered. Manitoba Housing should continue to work with groups such as Rossbrook House, to see the establishment of at least one permanent shelter for runaway youth in Winnipeg, perhaps along the lines of Covenant House in New York City.

MENTAL HEALTH

No one, not even the mental health practitioners, have a very good handle on the number of people in Manitoba who need specialized or supportive housing for this group. However, they do know that the number of current facilities in Winnipeg is very small (less than 500 units of all kinds) in relation to the current 1,600 caseload. They also know that the number of people with serious mental health problems is very large (6,000-8,000) but the number of trained mental health care workers is far too small. Furthermore, efforts at greater production have been frustrated by a zoning approval system that requires community acceptance for each

new site proposed. It would be useful for Manitoba Housing to initiate a joint research project with C.M.H.C., C.M.H.A. and the Mental Health Directorate, to interview a large sample of individuals with mental health problems so that the province can gain a much better understanding of the demand for these kinds of facilities. At the present time, the data base on this population group is virtually non-existent. At the same time, a Provincial-Municipal dialogue must be initiated to develop more positive and less confrontational methods of securing sites for supportive and special purpose housing in the community.

NATIVES In many respects, this is one of the most difficult groups for the government to plan for because this group has the lowest income, the worst housing conditions, and the most chronic problems of family violence and alcoholism, not to mention some of the highest rates of unemployment. Clearly, the government will not make great headway in improving the housing situation of native households until they can improve their economic situation. Obviously, there needs to be more urban native housing built, but with over 3,000 native households in Winnipeg with a housing affordability problem, it might make more sense to try to deal directly with landlords who house native people.

Manitoba should look to Massachusett's Housing Services Program, which funds community based organizations to mediate landlord-tenant disputes before tenants become homeless. The Landlord and Tenant Affairs Branch of Manitoba Housing should be encouraged to investigate cases of housing discrimination, as well as situations where unreasonable rents are being charged for inadequate housing. Since such a large number of natives with housing needs are on social assistance, it would be useful for the data bases of the Landlord and Tenant Affairs office and the office of Economic Security to be linked, so that complaints can be investigated easily and quickly. If the Province could somehow rollback rents where warranted, or force unreasonable landlords to make necessary home improvements or face severe penalties, the Province might do more to help native people than simply building more expensive new housing.

BATTERED WOMEN The demand for safe homes and emergency shelters has been rising dramatically in Manitoba in recent years, but this is really reflecting the basic demographic fact of the huge increase in single parent households. Also, the dramatic increase in homicide, and sexual and physical abuse of children has helped fuel this increased demand. As long as these trends continue, the Manitoba government will need to dramatically increase its production of these type of facilities to meet growing needs.

VIII RECOMMENDATIONS AND CONCLUSIONS

POLICY DEVELOPMENT

1. LOW INCOME SINGLES UNDER THE AGE OF 60 SHOULD BE ELIGIBLE TO ENTER PUBLIC HOUSING PROJECTS, NON-PROFIT PROJECTS, AND CO-OPERATIVE PROJECTS WITHOUT THE NECESSITY OF BEING IN A SPECIAL NEEDS CATEGORY. THEY SHOULD BE ASSESSED ON THE POINT RATING SYSTEM AND ENTERED ON THE WAITING LIST JUST LIKE ANY OTHER PERSON.

2. THE PROVINCE OF MANITOBA SHOULD ASK THE CITY OF WINNIPEG TO DEVELOP A RELOCATION POLICY TO REHOUSE THOSE PERSONS DISPLACED THROUGH CODE ENFORCEMENT. WHILE THE C.A.R.U.M.P. PROGRAM DOES CARRY OUT THIS FUNCTION, ITS EFFORTS NEEDS TO BE INCREASED SIGNIFICANTLY.

PROGRAM DEVELOPMENT

3. THE PROVINCE OF MANITOBA, WHO WAS THE FIRST AND ONLY PROVINCE IN CANADA TO EXPAND ITS SHELTER ALLOWANCE PROGRAM FOR ELDERLY TO LOW INCOME FAMILIES, SHOULD NOW EXPLORE THE POSSIBILITY OF EXPANDING THIS PROGRAM TO COVER LOW INCOME SINGLES WHO PAY MORE THAN EITHER 35% OR 40% OF THEIR INCOME FOR RENT.

4. GIVEN THAT CASES OF DISCRIMINATION AGAINST NATIVES AND WELFARE RECIPIENTS HAVE BEEN NOTED IN THE RESEARCH, IT IS RECOMMENDED THAT THE ROLE OF THE LANDLORD AND TENANT AFFAIRS BRANCH IN MANITOBA HOUSING BE EXPANDED TO ACTIVELY INVESTIGATE CASES OF HOUSING DISCRIMINATION IN TANDUM WITH THE HUMAN RIGHTS COMMISSION.

5. MANITOBA HOUSING SHOULD EXPLORE THE HOUSING SERVICES PROGRAM IN MASSACHUSETTS WHICH FUNDS COMMUNITY BASED ORGANIZATIONS TO PROVIDE MEDIATION SERVICES TO LANDLORDS AND TENANTS, BEFORE EVICTIONS HAVE TAKEN PLACE. BY PROVIDING BACK RENT AND UTILITIES, THE PROGRAM HAS PREVENTED THOUSANDS OF HOUSEHOLDS FROM BECOMING HOMELESS.

6. THE DEPARTMENTS OF HOUSING AND ECONOMIC SECURITY SHOULD JOINTLY DEVELOP A MUNICIPAL AND/OR PROVINCIAL HOUSING INSPECTIONS PROGRAM FOR HOUSEHOLDS ON SOCIAL ASSISTANCE TO ENSURE THAT PUBLIC DOLLARS ARE NOT GOING TO SUBSIDIZE INADEQUATE AND SUBSTANDARD HOUSING AND TENANTS ARE NOT TAKEN ADVANTAGE OF BY LANDLORDS.

7. MANITOBA HOUSING SHOULD CONSIDER THE INTRODUCTION OF GRANTS TO INDIVIDUALS WHO AGREE TO TAKE IN A NEEDY PERSON INTO THEIR HOME. A CENTRAL REGISTRY OF ROOMERS SHOULD BE CREATED TO PERMIT CREDIT CHECKS AND PERSONAL HISTORIES OF PROSPECTIVE ROOMERS. THIS SERVICE SHOULD BE RUN BY A NON-PROFIT HOUSING CORPORATION, FUNDED BY THE PROVINCE.

8. MANITOBA HOUSING SHOULD EXPLORE THE POSSIBILITY OF OFFERING MUNICIPAL INCENTIVE GRANTS TO PAY $1,000 PER UNIT OR BEDROOM THAT IS ALLOWED TO BE CREATED IN AN AREA FROM WHICH IT WAS PREVIOUSLY EXCLUDED BY THE ZONING BYLAW. SUCH AN APPROACH COULD BE USED FOR GROUP HOMES AND HOUSING FOR THE MENTALLY ILL, AND COULD BE USED IN LIEU OF THE RATHER NEGATIVE COMMUNITY REVIEW PROCESS.

SPECIFIC ACTIONS

9. THE MINISTER OF HEALTH SHOULD BE ASKED, AS A TOP PRIORITY, TO EXPLORE WAYS TO DRAMATICALLY EXPAND THE NUMBER OF TRAINED MENTAL HEALTH WORKERS AVAILABLE IN MANITOBA, SO THAT SUPPORTIVE HOUSING PROPOSALS WOULD NOT BE STALLED FOR LACK OF SUPPORT WORKERS IN THE COMMUNITY.

10. THE MINISTER OF HOUSING AND THE MINISTER OF COMMUNITY SERVICES SHOULD JOINTLY MEET WITH THE YM-YWCA, TO QUICKLY REVIEW OPTIONS TO MAINTAIN THE DOWNTOWN ROOMS AS A PERMANENT HOUSING RESOURCE FOR LOW-INCOME SINGLES IN WINNIPEG. DURING 1987 APPROXIMATELY 250 BEDS WERE CLOSED IN DOWNTOWN WINNIPEG.

11. ALL FOUR PROVINCIAL DEPARTMENTS CURRENTLY PARTICIPATING ON THE IYSH INTERDEPARTMENTAL COMMITTEE SHOULD CONTINUE TO SUPPORT THE DEVELOPMENT OF PERMANENT HOUSING OPTIONS FOR THE HARD-TO-HOUSE POPULATION.

12. MANITOBA HOUSING SHOULD CONTINUE DISCUSSIONS WITH ROSSBROOK HOUSE AND OTHER RELEVANT AGENCIES TO EXPLORE THE DEVELOP OF A SHELTER FOR RUNAWAY YOUTH IN WINNIPEG. IN THIS REGARD, SOMEONE FROM THE DEPARTMENT SHOULD PROBABLY VISIT COVENANT HOUSE IN NEW YORK CITY, WHICH IS CONSIDERED AN EXCELLENT MODEL FOR SUCH A PROJECT.

13. MANITOBA HOUSING SHOULD MEET WITH REPRESENTATIVES FROM THE PRIVATE SECTOR AND ENCOURAGE THEM TO SUBMIT HOUSING PROPOSALS FOR LOW COST SINGLES HOUSING IN WINNIPEG. THE GOVERNMENT SHOULD ISSUE A POLICY STATEMENT IN THIS REGARD, SINCE HISTORICALLY, SINGLES HAVE NOT BEEN A GOVERNMENT PRIORITY. IF THE GOVERNMENT HAS ANY OF ITS OWN LAND AVAILABLE, IT SHOULD CONSIDER USING IT FOR SUCH A PURPOSE.

14. EFFORTS SHOULD BE MADE TO LINK THE INFORMATION FROM THE PROVINCIAL WELFARE DEPARTMENT (EMPLOYMENT SERVICES AND ECONOMIC SECURITY) TO DATA AT THE LANDLORD AND TENANT AFFAIRS BRANCH OF MANITOBA HOUSING, SO THAT RENTS PAID BY WELFARE CLIENTS CAN BE CROSS-REFERENCED AGAINST ALLOWABLE INCREASES UNDER THE LANDLORD AND TENANT ACT. DATA FROM THE HOMELESS STUDY TENDS TO CONFIRM THAT WELFARE TENANTS ARE BEING CHARGED UNREASONABLY HIGH RENTS, OFTEN FOR HOUSING THAT DOES NOT MEET STANDARDS.

15. IN CENTRES OUTSIDE WINNIPEG, THE MINISTER OF HOUSING, FOLLOWING CONSULTATION WITH THE MINISTER OF COMMUNITY SERVICES, SHOULD DESIGNATE A SINGLE LOCAL HOMELESS CO-ORDINATOR IN EACH MUNICIPALITY WHICH IS EXPERIENCING A SIGNIFICANT NUMBER OF HOMELESS PEOPLE. THESE CO-ORDINATORS SHOULD HAVE ACCESS TO A SPECIAL MULTI-PURPOSE FUND WHICH MAY BE USED FOR CREATING ADDITIONAL SHORT-TERM HOSTEL SPACE, UPGRADING EXISTING HOSTEL SPACE, ESTABLISHING A MOBILE UNIT TO HELP PEOPLE FIND HOUSING, PAYING INCENTIVES TO ENCOURAGE PEOPLE TO TAKE IN HOMELESS PEOPLE, CREATING A REGISTRY OF AVAILABLE SPACE, AND ADVERTISING FOR ADDITIONAL SPACES FOR HOME-LESS PEOPLE.

16. CONTINUE TO EXPLORE WAYS TO CONVERT SOME PRESENT SENIOR CITIZEN UNITS TO HOUSING FOR SINGLE PERSONS IN NEED.

CONSULTATION AND LIAISON

17. THE MINISTER OF HOUSING, IN CONCERT WITH THE MINISTER OF URBAN AFFAIRS, SHOULD INITIATE A REVIEW COMMITTEE WITH THE CITY OF WINNIPEG, TO REVIEW THE CURRENT ZONING AND REVIEW PROCESS FOR SELECTING SITES THAT MIGHT OTHERWISE BE DEFINED AS QUASI-INSTITUTIONAL IN USE. THE GOAL OF THIS COMMITTEE, WHICH SHOULD HAVE POLITICAL REPRESENTATION FROM THE CITY, SHOULD RESULT IN A FAIR DISTRIBUTION OF COMMUNITY RESIDENCES, FOR PERSONS WHO MIGHT BE DEFINED AS HOMELESS.

18. THERE SHOULD BE IMPROVED. ONGOING MONITORING TO REVIEW THE IMPACT OF THE LOSS OF THE INNER CITY HOUSING STOCK ON LOW INCOME FAMILIES.

RESEARCH

19. MANITOBA HOUSING SHOULD MAKE A POINT OF UPDATING THE HELP FOR HOMELESS DIRECTORY AT LEAST ONCE A YEAR AND SHOULD CONTINUE TO MAKE COPIES AVAILABLE, EVEN AFTER THE END OF THE INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS.

20. CITIES IN MANITOBA SHOULD BE ENCOURAGED TO INCLUDE STRATEGIES FOR HOUSING THEIR HOMELESS, AND PERHAPS SHOULD BE REQUIRED TO MONITOR THE NATURE OF HOMELESSNESS IN THEIR MUNICIPALITY, WHEN THEY CARRY OUT PLANNING STUDIES AT THE LOCAL LEVEL.

21. THE MINISTER OF HOUSING SHOULD APPROACH THE MINISTER OF EDUCATION AND LOCAL BOARDS OF EDUCATION TO ESTABLISH A TASK FORCE ON SCHOOL CONVERSION WHICH WILL ACCELERATE THE PROCESS OF REUSING SCHOOL SITES FOR HOUSING, INCLUDING SINGLES HOUSING, BASED ON A PROVINCIAL GUARANTEE OF FUNDS AND/OR LANDS AND BUILDINGS SHOULD A FUTURE NEED FOR EDUCATIONAL FACILITIES ARISE, AFTER CLOSURE OF A SCHOOL. THIS RECOMMENDATION INCLUDES ALL BUILDINGS WHOSE USE HAS CHANGED, AS WELL AS SCHOOLS.

22. THE IMMIGRATION AND SETTLEMENT BRANCH OF MANITOBA EMPLOYMENT SERVICES AND ECONOMIC SECURITY SHOULD INITIATIVE A RESEARCH PROJECT TO DETERMINE THE HOUSING EXPERIENCES OF RECENT IMMIGRANTS TO MANITOBA, SINCE THERE WAS SOME CONCERN RAISED ABOUT HOW THESE PEOPLE WERE MANAGING AFTER THE FIRST YEAR, WHEN FEDERAL FUNDS EXPIRED.

23. ECONOMIC SECURITY SHOULD CONTINUE ITS INVESTIGATION OF THE ISSUE OF RENT LEVELS EXCEEDING THE SHELTER COMPONENT OF WELFARE. THE DEPARTMENT SHOULD DEVELOP GUIDELINES THAT ARE MORE CONSISTENT WITH RESPECT TO THE SETTING OF RENT LEVELS, TAKING INTO ACCOUNT WHAT PORTION OF THOSE WITH RENTS IN EXCESS OF GUIDELINES HAVE HAD TO USE FUNDS INTENDED FOR OTHER PURPOSES TO PAY RENT.

24. SINCE IT WAS NOT POSSIBLE IN THE TIME FRAME FOR THIS STUDY TO INVESTIGATE THE ECONOMICS OF ROOMING HOUSE OPERATIONS, TO DETERMINE ACTUAL CASH FLOW AND THE PLANS OF OPERATORS TO STAY OR LEAVE THE BUSINESS, IT IS SUGGESTED THAT MANITOBA HOUSING MEET WITH A GROUP OF OPERATORS TO CARRY OUT SUCH A SURVEY. THE LONG-TERM GOAL OF THIS RESEARCH IS TO SEE WHAT MEASURES ARE NECESSARY TO PRESERVE THE LITTLE REMAINING LOW COST STOCK THAT IS AVAILABLE.

STAFF EXCHANGE

25. IN THE COURSE OF ITS TRAVELS AND CONTACTS OUTSIDE MANITOBA, THE CONSULTANTS DISCOVERED THAT THERE ARE A NUMBER OF CITIES IN NORTH AMERICA WHICH HAVE VALUABLE EXPERIENCE TO SHARE. TO TAKE FULL ADVANTAGE OF THIS KNOWLEDGE, IT IS RECOMMENDED THAT MANITOBA HOUSING DEVELOP AN EXCHANGE PROGRAM THAT WILL ALLOW STAFF IN MANITOBA MUNICIPALITIES TO GO AND WORK FOR A THREE TO SIX MONTH PERIOD IN OTHER CITIES. SUCH A PROGRAM SHOULD ALSO ASSIST WITH THE EXPENSES OF BRINGING KNOWLEDGEABLE PERSONS FROM OTHER JURISDICTIONS TO WORK IN MANITOBA MUNICIPALITIES.

H O M E L E S S Q U E S T I O N N A I R E

Last August, the Minister of Housing in Manitoba commissioned a major study into the issue of homelessness, in an effort to better understand the nature and extent of homelessness in the province. Many of these people may experience serious difficulties in finding appropriate and affordable housing, and perhaps become homeless in their attempt. In an effort to gain a better understanding of the housing needs of this particular client group, a number of agencies have agreed to help the consultant team find out some of the personal experiences of clients in seeking housing. This research is strongly supported by the Manitoba Coalition on Homelessness. Therefore, we would like to ask you a few questions about your experience. This should only take a few minutes of your time.

1.a) How old are you? _____

1.b) What is your ethnicity? Status Native

Non-Status native

Other

2. What is your marital status?

Single, never married _____
Separated, divorced _____
Widowed _____
Married/living together_____

3. Sex: Male _____ Female _____

4. What is your working status?

Working full-time _____
Working part-time _____
Working seasonal _____
Going to school _____
Unemployed/Laid off_____

5. How much income did you receive last month from all sources? _____

6. Have you physical or mental heath problems?

Yes _____ No _____

7. If "Yes", specify the problem. _____
_____
_____

8. Do you live alone? Yes _____ No _____

9. If "no", how many persons share with you? _____

10. Do you rent this accommodation

furnished _____ unfurnished _____

11. Please tell me about your experiences in finding housing. I would like to know things such as:

a) How long did it take you to find housing?
_____

b) How much rent could you afford to pay? Explain.
_____

c) What housing options were possible for you?
(e.g. single family, rooming house, apartment, shared accommodation, etc.)
_____
_____

d) How much rent do you actually pay, per month? _____

e) Any other comments about your experience in finding shelter? _____
_____
_____
_____

12. What do you like most about your current housing, in order of importance?

1. _____
2. _____
3. _____
4. _____
5. _____

13. What do you dislike most about your housing, in order of importance?

1. _____
2. _____
3. _____
4. _____
5. _____

14. If you found an apartment, but could only afford it by sharing it with someone else, would you consider sharing the apartment? _____

15. Are any of the following conditions of serious concern to you?

		Yes	No
1.	Lack of heat	_____	____
2.	Mice/rats/vermin	_____	____
3.	Bugs	_____	____
4.	Cracks or holes in walls	_____	____
5.	Holes in the floor	_____	____
6.	Not enough hot water	_____	____
7.	Noise from other rooms	_____	____

16. Have you ever experienced homelessness before? If so, describe in your own words your experiences.

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17. Do you have any suggestions for the Province of Manitoba in providing appropriate and affordable housing for individuals like yourself that are trying to find housing in the marketplace?

SCHEDULE OF AGENCY INTERVIEWS AND MEETINGS
(AUGUST 20, 1987 - SEPTEMBER 30, 1987)

August 20

1:00	Saul Schubert	Deputy Minister MANITOBA HOUSING 945-4756
4:00	Catherine Charette John Rodgers Joyce Solonecki Annette Willborn	Core Group COALITION ON HOMELESSNESS 786-9409

August 21

9:30	Dudley Thompson	Principal PRAIRIE PARTNERSHIP 956-0938
10:30	Johnathan Gunn	Program Analyst RESEARCH AND PLANNING MANITOBA COMMUNITY SERVICES 945-3248
1:00	John Kenny	Program Analyst MANITOBA HEALTH 945-8551
3:30	Bryan DePape	Executive Director Social Allowance Program EMPLOYMENT SERVICES AND ECONOMIC SECURITY 945-2685

August 24

9:00	Joyce Solonecki	Assistant Director WINNIPEG SOCIAL PLANNING COUNCIL 943-2561
1:30	Annette Willborn	Executive Director -Downtown Branch YM-YWCA 943-0381
3:00	Sister Lesley Sacouman	Executive Director ROSSBROOK HOUSE 783-7101

4:00	Nancy Kaufman	Assistant Secretary EXECUTIVE OFFICE HUMAN SERVICES THE COMMONWEALTH OF MASSACHUSETTS (617) 727-7600

August 25

2:00	Alex Murdock	Housing Officer INDIAN AND METIS FRIENDSHIP CENTRE 586-8441
3:30	Hazel Blennerhasset	Program Officer THE WINNIPEG FOUNDATION 944-9474
3:30	Nick Retsinas	Executive Director RHODE ISLAND HOUSING CORPORATION (401) 751-5566

August 26

11:15	Pat Malone	Leasing Officer S.A.M. (MANAGEMENT) 942-0991
3:00	Desmond Hill	Director Institutional Services (Ex-Residence Director) YM-YWCA 943-0381

August 31

10:00	Marlene Kelly	Executive Director VILLA ROSA 786-5741

September 1

9:00	Gorden Courage	Head, RESEARCH BRANCH ENVIRONMENTAL PLANNING THE CITY OF WINNIPEG 986-5171
11:00	Shiela Cantor	Medical Director SCHIZOPHRENIA TREATMENT AND RESEARCH FOUNDATION OF MANITOBA 787-2744

September 2

11:00	Jim August Cathy Auld Patrick Falconer	General Manager Program Manager Services and Facilities Assistant Community Services WINNIPEG CORE AREA INITIATIVE 943-0783
1:00	Bev Guttray Susan Chipperfield	Executive Director Director - Supportive Housing CANADIAN MENTAL HEALTH ASSOCIATION - WINNIPEG REGION 775-8655
2:30	Tom Walters Kathy Love	Director Program Specialist MENTAL HEALTH DIRECTORATE MANITOBA HEALTH 945-2061

September 3

10:30	Dr. John Bock	Assistant Deputy Minister - Corrections MANITOBA COMMUNITY SERVICES AND CORRECTIONS 945-7291
1:00	John MacKenzie	Program Manager SOCIAL SERVICES THE CITY OF WINNIPEG 986-4246

September 4

11:00	Richard Voss	Regional Director CENTRAL WINNIPEG REGION COMMUNITY SOCIAL SERVICES MANITOBA COMMUNITY SERVICES 945-7132

September 8

2:00	Dale Brownlee	Residential and Support Services Coordinator PROGRAMS BRANCH COMMUNITY SOCIAL SERVICES MANITOBA COMMUNITY SERVICES 945-7211
3:30	Barry Fogg	Training Officer ALCOHOLISM FOUNDATION OF MANITOBA 944-6266

September 9

12:00	Board of Directors	S.A.M. (MANAGEMENT) 942-0991
1:30	Bill Chandler	Chief Building Inspector CITY OF WINNIPEG 986-5101

September 11

8:30	Lou Gorski	Director RESIDENTIAL CARE LICENSING MANITOBA COMMUNITY SERVICES 945-3576
10:30	Ed Swain	Provincial Housing Director MANITOBA METIS FEDERATION 942-8304

September 22

1:30	Dr. John Bock	Assistant Deputy Minister - MANITOBA COMMUNITY SERVICES AND CORRECTIONS 945-7291

September 23

9:00 COALITION ON HOMELESSNESS
786-9409

1:30 INTERDEPARTMENTAL COMMITTEE FOR INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS (I.Y.S.H.)
945-1030

September 24

10:00	Maureen Hemphill	Minister of Housing PROVINCE OF MANITOBA 945-3572
12:30	Ben Larsson	General Manager WINNIPEG HOUSING REHABILITATION CORPORATION 943-7591
2:00	Tom Yauk	Director COMMUNITY IMPROVEMENT DIVISION CITY OF WINNIPEG 986-5219
3:30	Doug Martindale	Director HOUSING CONCERNS GROUP AND STELLA MISSION 586-8137

September 25

10:00	Sister Gerada	Communications Officer MANITOBA COMMUNITY SERVICES AND CORRECTIONS 945-7292
1:00	Captain Ray Moulton	Executive Director WINNIPEG ANCHORAGE REHABILITATION SALVATION ARMY 942-4197

September 30

	Paul Carling Mary Ann Farkas	Director Assistant Director BOSTON UNIVERSITY CENTER FOR REHABILITATION AND TRAINING IN MENTAL HEALTH (617) 353-3549

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Also see page 20-21 of this report for a list of 18 studies already reviewed in Bairstow and Associates Consulting Limited, Manitoba Directions for the International Year of Shelter for the Homeless, prepared for Minister of Housing Maureen Hemphill, April 14, 1987.

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OVERVIEW OF DALE BAIRSTOW

DALE BAIRSTOW, President of BAIRSTOW AND ASSOCIATES CONSULTING LIMITED, is a Housing and Municipal Affairs consultant with approximately 17 years of experience at all levels of government, as well as private consulting. Over the years, he has provided consulting services to over 50 clients in virtually every region of Canada, as well as parts of the United States. His areas of expertise are demographic analysis, housing policy and program development, municipal finance, interagency co-ordination, home equity conversion and management consulting.

Mr. Bairstow holds a B.A. in Geography from McGill University, specializing in economics and quantitative analysis, and an M.A. in Geography from Rutgers University, specializing in housing, urban planning, demographic analysis (Princeton University) and urban policy research.

In addition to working as a housing consultant in Vancouver, Edmonton, Ottawa, Boston, New York, and Toronto, Mr. Bairstow's work experience includes a writer in urban affairs for the Montreal Star newspaper, a municipal affairs analyst for a well-known municipal affairs consultant in Montreal, a policy analyst for Canada Mortgage and Housing Corporation in Ottawa and Vancouver, and a financial analyst for the City of Vancouver Finance Department. Between 1977 and 1981 he was the Director of the Policy and Program Development Branch of Alberta Housing & Public Work, an agency that was responsible for over 37 different housing programs with a budget of over $1.1 billion dollars.

In 1985 Mr. Bairstow expanded his operation to set up an office in the Boston area and participated in a major study of single person housing in New York City. This work led to his appointment in 1986 as the Chairman of the Ontario Task Force on Roomers, Boarders, and Lodgers, which submitted its Final Report to the Ontario Minister of Housing early in 1987. He is currently involved in a major study into the homeless for the Minister of Housing in Manitoba. Two other areas of special interest include manufactured housing and the conversion of vacant schools to housing. In the former, he completed a major international study in 1985 of manufactured housing opportunities in Canada, the United States, Japan and Sweden for CMHC, including the production of two 15 minute videotapes on the subject. In the latter, he is a recognized international authority on school conversion and has given speeches on the topic at conferences in Toronto, Calgary, San Jose, Vancouver, and Washington, D.C. He is currently living in Toronto.